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ABSTRACT

This study investigates whether or not it is possible for communities to combine school and public libraries. It concerns itself with identifying the conditions and circumstances which appear to be most conducive to combining school and public libraries, and also with identifying certain strengths, benefits, weaknesses, and limitations of combined libraries. A survey questionnaire was sent to 94 libraries throughout the U.S. to secure information. Fifty-five libraries confirmed their status as combined facilities, and provided the data for the study. It was concluded that: (1) it is possible for school and public libraries to combine under certain circumstances; (2) communities with less than 10,000 residents which are in need of public and school facilities can provide optimum conditions for the development of combined facilities; (3) twenty-three different benefits were identified by residents among which were: better selection of materials, making library service available for the first time, elimination of duplication of materials, availability of multi-media programs and services, better school-community relationships; (4) some weaknesses were identified, including failure of the board to define areas of responsibility and lack of coordinated leadership of governing boards. Brief descriptions of 14 exemplary programs and a "Directory of Combined Public/School Libraries in the United States" are also included. (Author/AP)

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THE COMBINED SCHOOL/PUBLIC LIBRARY
CONCEPT: WILL IT WORK?

Wilma Lee Broughton Woolard

126 Pages

May, 1977

A survey of fifty-five combined school/public libraries was conducted to identify benefits and weaknesses of merging facilities, and to determine optimum conditions for effecting mergers.

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The purpose of this study was to investigate whether or not it is possible for communities to combine school and public libraries. It was concerned with identifying the conditions and circumstances which appear to be most conducive to combining school and public libraries, and with also identifying certain strengths, benefits, weaknesses and limitations of combined libraries.

A survey questionnaire was sent to ninety-four libraries throughout the United States to secure information. Fifty-five libraries confirmed their status as combined facilities, and provided the data for study. From this information the investigator concluded:

1. It would appear to be possible for school and public libraries to combine under certain conditions and circumstances.
2. Communities with less than 10,000 residents which are in need of public and school facilities can provide optimum conditions for the development of combined facilities.
3. Twenty-three different benefits were identified by respondents to the survey and included: better selection of

materials; making library service available to the public for the first time; elimination of duplication of some materials; availability of multi-media programs and services to the general public; better school-community relationships.

4. Fourteen different weaknesses were identified and included: problems related to governance; i.e., failure of boards to define areas of responsibilities, lack of coordinated leadership of governing boards, and failure of planning to involve all parties concerned; reluctance of adults to utilize facility because of school setting; poor location of library both within the school building and within the community (for public use); and inadequate parking facilities.

Brief descriptions of fourteen exemplary programs and a "Directory of Combined Public/School Libraries in the United States" are also included as a part of the study.

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THE COMBINED SCHOOL/PUBLIC LIBRARY CONCEPT:

WILL IT WORK?

WILMA LEE BROUGHTON WOOLARD

A Thesis Submitted in Partial
Fulfillment of the Requirements
for the Degree of
MASTER OF SCIENCE

ILLINOIS STATE UNIVERSITY

1977

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W. L. B. W.

TABLE OF CONTENTS

	Page
APPROVAL PAGE	i
ACKNOWLEDGEMENTS.	ii
TABLE OF CONTENTS	iii
LIST OF TABLES.	vi
CHAPTER	
I. INTRODUCTION	1
Purpose of This Study.	5
Assumptions.	7
Design of the Study.	7
Limitations of the Study	10
Discussion of Methods.	11
II. COMBINED SCHOOL/PUBLIC LIBRARIES IN THE UNITED STATES FROM THE COLONIAL PERIOD TO 1977.	13
Historical Development	13
Related Studies and Research Since 1960.	27
III. DISCUSSION ON CONDUCTING THE STUDY	36
Procedures	36
The Instrument	40
Methods of Analysis.	42
Institutions Surveyed.	42
IV. FINDINGS OF THE SURVEY	45
Part I - General Information	45
Dates of Merger.	51
Location of Libraries According to Types of Communities	51
Population Characteristics	52
Number of Staff Members Utilized	52
Number of Hours in Operation	53
Contributing Factors in the Development of Combined Libraries.	55
Chief Agents Responsible for Initiating Mergers.	56

	iv
Part II- Governance, Staffing, Management	57
Location of Libraries	57
Governing Board Relationships	57
Use of Citizens' Advisory Committees.	64
Staffing.	64
Policy Matters.	66
Part III - Benefits, Problems, Weaknesses	67
Benefits.	68
Weaknesses and Problems	70
Exemplary Programs.	72
Fort Lupton, Colorado	72
Sheridan Library, Denver, Colorado.	73
Summit County Library, Frisco, Colorado	74
Ewa Beach Community-School Library, Ewa Beach, Hawaii	75
Lanai Community School Library, Lanai City, Hawaii.	76
Fairfield Library, Pleasant Hill, Illinois.	77
Wendall Smith Library, Chicago, Illinois.	77
Ida Long Goodman Memorial Library, St. John, Kansas.	78
Pipestone District 583 Community Library, Pipestone, Minnesota.	79
Cranbury Public Library, Cranbury, New Jersey.	79
Oakes Community Library, Oakes, North Dakota.	80
Sturgis Public Library, Sturgis, South Dakota	80
Olney Community Library, Olney, Texas	81
Kohler School/Public Library, Kohler, Wisconsin	82
Discussion of Findings.	82
V. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS.	87
Summary	87
Introduction.	87
Purpose	88
Assumptions	89
Conducting the Study.	89
Historical Development.	90
Related Studies and Research Since 1960	93
Results of the Study.	95

	v
Conclusions.	100
Recommendations.	100
Implications for Additional Study.	102
BIBLIOGRAPHY.	105
APPENDIX A.	110
Sample Letter to State Education Officers.	111
Sample Cover Letter to Librarians.	112
Questionnaire I.	113
Questionnaire II.	117
APPENDIX B: Directory of Combined School/Public Libraries. . .	119
GLOSSARY.	125

LIST OF TABLES

Table		Page
1.	Survey Questionnaire Data--Part I - General Information	46
2.	Number of Hours Libraries Operate Each Week	54
3.	Reasons for Library Mergers	55
4.	Survey Questionnaire Data--Part II - Governance, Staffing, Management.	58
5.	Summary of Location of Libraries and Service Patterns to Students.	63
6.	Staffing for Vacations, Weekends, and Summers	65
7.	Benefits of Combined School/Public Library.	69
8.	Problems and Weaknesses of Combined School/Public Library	71

CHAPTER I
INTRODUCTION

"Sara Case of ALA's Washington Office . . . has predicted . . . another 'tug-of-war' between a Congress which wants to keep libraries going and a Ford Administration which wants to wipe out aid to libraries."¹ "Reports from Massachusetts and San Francisco tell of efforts by both state and local governments to slash library support. . . . And New York's Buffalo and Erie County Library faces the loss of more staff . . ."² "State Capitols across the nation have gotten the word from taxpayers who are rebelling against too much government and high taxes. . . . They are responding by cutting payrolls, streamlining operations, balancing budgets, and holding the line on taxes."³ "The growing concern among taxpaying citizens to get the most library service for their tax dollars has caused more than a few of them to take a long hard look at the school and public libraries in their communities. . . ."⁴

¹"Congress Vetoes Ford's '76 Budget," Library Journal, 101 (1976), 763.

²"The Library Dollar," Library Journal, 101 (1976), 771.

³"States Respond to Taxpayer Revolt," St. Louis Globe-Democrat, 26 Feb. 1976, p. 12a in K. Forbis Jordan and Carol E. Hanes, eds. "Financing Education in an Era of Limits," Phi Delta Kappan, 57 (1975), 678.

⁴David Coopridge, "School Libraries in Illinois," Illinois Libraries, 54 (1972), 334.

These headlines and statements illustrate the dilemma with which educational institutions (including libraries) are faced in trying to maintain current programs and services with depleted budgets. Funds provided by the federal government beginning in 1958 with the National Defense Education Act⁵ and augmented by the Elementary and Secondary Education Act, Title II in 1965 did much to improve collections of school libraries. Public libraries of the nation received assistance through the enactment of the Library Services and Construction Act, Title I and Title II⁶ in 1964 and additional benefits when the Act was amended in 1966. The level of funding⁷ from these sources has fluctuated from year to year with the most recent trends⁸ indicating that federal funding may have a limited and uncertain future. In addition, support from state and local sources⁹ is also falling victim to programs of retrenchment and austerity.

Educators, library administrators, critics and other concerned individuals offer alternate plans to traditional organizational and management programs to meet the challenge of falling revenues and

⁵Martin Rossoff, The School Library and Educational Change (Littleton, Colo.: Libraries Unlimited, Inc., 1971), 58.

⁶Robert H. Rohlf, "Library," Encyclopedia Americana, 1975.

⁷Rohlf.

⁸"Congress Vetoes Ford's '76 Budget," p. 763.

⁹K. Forbis Jordan and Carole E. Hanes, "Financing Education in an Era of Limits," Phi Delta Kappan, 57 (1975), 678.

increasing demands for service by patrons. Some suggest¹⁰ that a new type of institution--the computer based information center--should replace current libraries. Others¹¹ suggest replacing the traditional schoolhouse/campus design with a new institution that would be useful to more people--one that would serve a wide range of community purposes such as ". . . adult education, day care, services for elderly, employment centers, recreation for old and young, vocational training, social case work services, legal help and places for people to simply get together to enjoy themselves."¹² The trend toward the creation of larger units of service¹³ which provide cooperative and centralized book processing, including acquisitions, is already a reality in some parts of the country.

Proponents of the combined public/school library concept¹⁴ assert that such mergers merit study and can provide the means to diminish the impact of financial problems. The mounting number of reports of school/public library cooperative ventures¹⁵ indicate that this trend is finding favor with the public and with taxpayers. The money crunch is helping to prepare the way for this kind of cooperation, and local govern-

¹¹Evans Clinchy, "Adding up Alternatives," in Julie Rash and Patricia M. Markun, eds. New Views of School and Community (Washington, D.C. : Nat'l Assoc. Elem. School Prin., 1973), pp. 24-28.

¹²Clinchy, p. 27.

¹³Rohlf.

¹⁴"Combined School/Public Library Reduces Cost by \$500,000," American School and University, 47 (July, 1975), 10-11.

¹⁵"School Library Cooperation in Colorado and Alabama," Library Journal, 100 (December, 1975), 2285.

ment is starting to back joint facilities. The issue of combining¹⁶ public and school libraries is not a new one. There were critics¹⁷ at the turn of the century who felt that town libraries and schools should avoid unnecessary duplication in the interest of economy, convenience and efficiency. In the past, combinations have been tried in several areas of the world,¹⁸ but most have been phased into separate quarters due to one or several reasons. Some, like Kansas City, Kansas,¹⁹ have operated as combined facilities under state laws which assert that the Board of Education is the legislative body for the public library. However, there is little relationship between the library and the Board of Education except that which is necessary in channeling tax funds to the public library.

Workshops and studies sponsored by several state education and library departments have sought to identify ways in which mergers or cooperative programs can best be adapted to these states or areas of the states. The New Hampshire State Department of Education and the New Hampshire State Library²⁰ held workshops in 1973 and 1974 to ex-

¹⁶Ken Haycock, "To Combine or Not to Combine the School Media Center and Public Library," Nat'l Assoc. Sec. School Prin. Bull., 59 (Sept. 1975), 67.

¹⁷Frank O. Carpenter, "The Library the Center of the Schools," Education, 26 (Oct. 1905), 110-114.

¹⁸Haycock, p. 67.

¹⁹Willard K. Dennis, Director of Libraries, Kansas City, Kansas Public Library, to Mrs. R. W. Woolard, September 28, 1976.

²⁰The Working Committee on School and Public Library Cooperation in the State of New Hampshire, A Statewide Program for School and Public Library Cooperation (Concord, New Hampshire, 1976), pp. 1-10.

plore possibilities of cooperative programs and to develop a statewide program. State library bureaus of Wisconsin²¹ have investigated combined school/public libraries in that state. The Department of Education for the State of New York²² has looked at the problem, also.

"The present status of school libraries and public libraries in relation to the student and to each other varies from locality to locality and will probably always do so. . . . In an increasing number of places cooperation, joint planning or planned parallel development can be seen."²³ Several mergers,²⁴ have been successfully initiated in recent years.

Purpose of this Study

It is the purpose of this study to investigate whether or not it is possible for communities to combine school and public libraries. It will attempt to determine what effect combining libraries may have on services and programs. It is also intended that this investigation should ascertain if mergers can be accomplished without sacrificing service to any segment of the public and whether or not financial resources can thereby be utilized to effect expanded services, programs, and collections.

²¹Department of Public Instruction, School-Public Library Services Within a Community. A Policy Statement (Madison, Wis. 1976 [Bull. No. 6539]), pp. 1-7.

²²"Where Will All the Children Go?" American Libraries, 2 (Jan. 1971), 56-61.

²³John Mackenzie Cory, "Changing Patterns of Public Library and School Library Relationships," Library Trends, 17 (April, 1969), 429.

²⁴"Long Overdue Partnership," American Libraries, 4 (1973), 266.

The term combined school/public library, as used in this study, refers to a facility which attempts to fulfill the roles of school and public libraries as defined by the American Library Association and the Association for Educational Communications and Technology. The official roles as stated in manuals of these two organizations are as follows:

The function of the public library is to provide materials:
 To facilitate informed self-education of all people in the community
 To enrich and further develop the subjects on which individuals are undertaking formal education
 To meet the informational needs of all
 To support the educational, civic, and cultural activities of groups and organizations
 To encourage wholesome recreation and constructive use of leisure time²⁵

The public library has functions related to, but differing from, those of the school library or the academic library. The public library is primarily concerned with providing the needs of the student as an individual and a member of the community. Moreover, it gives the student experience in using the facility which will be his major library resource after he leaves school.²⁶

The purpose of the school program is . . . to support and further the purposes formulated by the school or district of which it is an integral part, and its quality is judged by its effectiveness in achieving program purposes. A media program represents a combination of resources that includes people, materials, machines, facilities, and environments, as well as purposes and processes. The combination of these program components and the emphasis given to each of them derive from the needs of the specific education program. The more purposeful and effective the mix, and the more sensitively it responds to the curriculum and the learning environment, the better the media program.²⁶

²⁵Minimum Standards for Public Library Systems, 1966 (Chicago: American Library Association, 1967), p. 9.

²⁶Minimum Standards for Public Library Systems, pp. 21-22.

²⁷Media Programs: District and School (Chicago: ALA and Association for Educational Communications and Technology, 1975), pp. 4-5.

Assumptions

It is assumed that it is possible, under certain conditions and circumstances, for school and public libraries to merge within some communities. It is further assumed that such mergers will effect better services and programs than those which would be provided when operating two separate facilities.

Design of the Study

The major source of data for this investigation has been the information obtained through a survey made of 55 combined school/public libraries throughout the United States. The process of identifying the combined school/public libraries was initiated in June, 1976 when letters were sent to the chief state school officers of each of the 50 states and the District of Columbia. These officers were asked to provide a list of such facilities in their respective states or areas of jurisdiction. (See Appendix A.) Responses were received from 44 states, representing an 86 percent return on the requests submitted. Officials in 29 states provided lists identifying a possible 128 combined school/public facilities.

Questionnaires were then sent to 94 libraries for the purpose of collecting information to be used for the study. (See Appendix A.) These requests were sent to all facilities identified by the state officers except for those in Massachusetts and Michigan. In these two instances a sampling of 10 from the 36 libraries in Massachusetts and 10 from the 20 in Michigan was deemed sufficient to draw a profile of such libraries in each of these states. (Nine was the maximum number

of possible facilities identified from any one of the other states.)

The sampling was intended to be representative in terms of geographic sections of each state; of densely populated, as well as sparsely populated areas; and of the various type of communities, i.e., agricultural, resort, and industrial. A total of 70 responses was received from this mailing of questionnaires. This represented a return rate of 74 percent. Fifty-five libraries were identified as being combined school/public libraries, in this manner.

The questionnaire was divided into 3 main parts. (See Appendix A.) The purpose of Part I was to secure the following general information about each of the schools and communities surveyed: date of merger; type and population of community; school enrollment; number and type of staff employed; hours of operation; conditions contributing to merger; and chief agents in initiating the merger.

Part II of the questionnaire was entitled "Governance, Staffing, Management." It dealt with the location of the library, the relationship of the school board to the public library board, and whether or not a citizens advisory committee is utilized. The organizational patterns of staffing and matters of shelving, circulation and scheduling policies were also covered in Part II.

Part III, "Benefits, Problems, Weaknesses," reports the respondents' comments on benefits of the combined facilities in their communities and the chief problems and weaknesses.

Part IV solicited information previously not covered in the questionnaire and provided an opportunity for comments about library programs. These comments often reiterated the tone of the report,

either supporting the combined concept or rejecting it. Occasionally persons completing the questionnaire supplied personal biases and/or observations.

Much of the information provided through the returned questionnaires was plotted graphically on charts to aid in comparing data and in identifying significant patterns of frequency of this data. Descriptive information in the form of accompanying letters, brochures, pamphlets, and reports were received from several librarians. Information from these sources is also incorporated in this report, particularly in Chapter IV in the section entitled "Descriptions of Representative Programs" on page 72.

A second questionnaire (an abbreviated form of the original one) was sent to 61 libraries during January and February, 1977. (See Appendix A.) This questionnaire was sent to secure a more complete list of confirmed combined facilities than was possible with the results from the first survey. This mailing was made to: the libraries in Massachusetts and Michigan which were not contacted through the first survey; the libraries identified by librarians responding to the first questionnaire (see last item of page 4 of Questionnaire, Appendix A); and the libraries which did not respond by November 15, 1976 to the original request. Thirty-eight, or 62 percent, were returned and provided the names of 31 additional combined libraries not previously identified. Information from this set of questionnaires was used to compile the "Directory of Combined School/Public Libraries as Confirmed by This Survey." (See Appendix B.)

Limitations of the Study

This study was concerned with identifying the following:

- 1) Pre-existing conditions within the schools and communities that could be identified as being conducive to a climate of combining school and public libraries
- 2) How matters of staffing and governance are decided
- 3) The advantages and benefits of combining public and school libraries
- 4) The problems, weaknesses and limitations of combining facilities
- 5) Unique or exemplary programs in operation in the United States
- 6) Combined school/public libraries now in operation in the United States, as indicated in data collected

The following items were not matters of concern to this study:

- 1) The legal restrictions of the various states and/or municipalities, where combined school/public libraries have been established
- 2) An intensive statistical analysis of information (circulation statistics, financial savings related to operation costs, etc.)
- 3) Programs and services of academic and special libraries
- 4) Programs and services that exist as only cooperative ventures, i.e., library members of systems and school cooperatives
- 5) Programs outside the United States

Discussion of Methods

The first part of this study (Chapter II) traces the development of school and public libraries in the United States from the colonial period to the present time. Particular emphasis has been given to examples of libraries which were established to serve both the schools and the general public. Note is made of legislation which made establishment of libraries possible in the beginning, and mandatory later. Other important events which contributed to the rise in importance of libraries in communities and schools are discussed in this section as is the importance of certain individuals and such organizations as the American Library Association and the National Education Association.

A review of studies and research made since 1960 follows the discussion on the historical development of school/public libraries. The results and recommendations of a study entitled The School-Housed Public Library by Ruth M. White are presented in this section. (Ms. White's survey is the only major study since 1960 on the topic of combined libraries that could be identified by this researcher.) Some attention is given to reports of writers whose opinions on the topic have been published in library and educational journals. Examples of state and Federal government in establishing policy and initiative for combining libraries is also provided.

The chief sources of information for Chapter II were professional journals and periodicals, state and Federal government documents and reports, and books selected from libraries.

Chapter III provides a discussion of the methods used in the survey. Chapter IV, the results of the survey and an analysis of the findings. Included in Chapter IV will be a section consisting of brief descriptions of fourteen examples of combined libraries in the United States that appear to be exemplary and are representative of the programs as revealed in the survey.

The concluding chapter gives a summary of the findings, conclusions and recommendations concerning establishment of combined school/public libraries. Suggestions are also given for the development of an investigation that would replicate this study.

Appendix A contains copies of letters sent to the state chief education officers and to librarians requesting their assistance by completing and returning the survey questionnaire. Also found in Appendix A are copies of the questionnaires sent.

Appendix B contains a "Directory of Combined School/Public Libraries in the United States, as Confirmed by This Survey."

A glossary provides a list of words and terms used in this report.

CHAPTER II

COMBINED SCHOOL/PUBLIC LIBRARIES IN THE UNITED STATES FROM THE COLONIAL PERIOD TO 1977

Historical Development

The early development of school libraries¹ in the United States was marked by many changes and mishaps, but afforded materials to provide amusement, instruction and the cultivation of the taste of reading in millions of readers, young and old. In a number of states they furnished the only supply of reading material available at a time in history when thousands of young people left school to begin vocations without the benefit of further education and the school district library provided the only means for self-instruction for them. The movement to establish school district libraries² preceded the modern public library movement by about forty years. Educators realized that if the schools were to train intelligent citizens, they must provide students with good books as well as the skills to read them.

¹U. S. Bureau of Education, Public Libraries in the United States of America, Their History, Condition and Management. Special Report, Part I (Washington, D. C., Government Printing Office, 1876), p. 38.

²J. A. Rathbone, "School Libraries," Cyclopedia of Education, ed. Paul Monroe (New York: Macmillan, 1914).

An early proponent of libraries for schools³ was Benjamin Franklin, who included a library in his plans for an academy. While many schools did provide small collections of books early in the nineteenth century, it was not until 1835 that there was any legal provision for libraries to be established for schools. In that year, New York⁴ passed a law which provided that the voters in any school district could levy a tax of twenty dollars to begin a library and a tax of ten dollars each succeeding year to provide for adding to the collection. Since only a few school districts established libraries in this way, additional legislation was necessary in 1835 for the mandatory establishment of libraries. This law⁵ appropriated \$55,000 annually for the purpose of developing library programs in every school district in the state. The law⁶ also required local citizens to raise equal amounts for the support and maintenance of these libraries by taxation. "These were not to be strictly school libraries for the use of pupils alone, but were also intended for the use of the people of the district."⁷

³ Edward D. Greenman, "The Development of Secondary School Libraries," The Library Journal, 38 (1913), 183.

⁴U. S. Bureau of Education, p. 39.

⁵Rathbone.

⁶U. S. Bureau of Education, p. 40.

⁷Rathbone.

Massachusetts,⁸ in 1837, enacted legislation which provided funds to establish libraries in all schools. This was followed in 1842 by a resolution which appropriated funds to be matched by school districts for the development of school libraries. By 1876⁹ seventeen other states had passed laws providing for district school libraries. School libraries¹⁰ in most states flourished for a time, but there were many weak points¹¹ which contributed to the decline which followed. The laws were restrictive in terms of the types of books that could be purchased with school funds. They frequently changed¹³ and were never well-executed. There was little provision¹⁴ for the selection of books and no one was held accountable to any central authority for the management of these libraries. In addition, the appropriations¹⁵ were gradually absorbed by the general school funds, as was permitted by the law, when funds were not utilized by the libraries. The underlying

⁸U. S. Bureau of Education, pp. 41-42.

⁹Rathbone.

¹⁰Sabra W. Vought, "The Development of the School Library," The Library Journal, 48 (1923), 163.

¹¹Azile Wofford, "School Library Evolution," Phi Delta Kappan, 22 (1940), 285.

¹²Vought, p. 163.

¹³Wofford, p. 285.

¹⁴Rathbone.

¹⁵Wofford, p. 285

causes¹⁶ for the failure of the school district libraries of the period was that educators failed to realize that it took more than books to make a library. Books needed to be classified, catalogued, mended, rebound and charged out. "All this is a librarian's business, not a teacher's; and in the forties [1840s] and fifties [1850s] librarians themselves had not yet worked out methods of efficient library administration."¹⁷

While the early school district libraries failed to develop at this time, they did "pave the way for public libraries and later for libraries in schools."¹⁸ The school district proved to be too small¹⁹ a unit to work effectively for both the public and the school district. They were destined to be superseded, in most areas, by the town or township library following the example set by Boston in 1848 and New Hampshire in 1849. During the period before and after the Civil War,²⁰ the school library movement suffered further difficulty. However, there developed during this period a literature for and by Americans through which the modern library movement found its roots. "Many public libraries . . . trace their origins to Public School Library Societies that during this era, when public funds were lacking, organized subscription libraries to which all persons connected with public schools

¹⁶Rathbone.

¹⁷Rathbone.

¹⁸Wofford, p. 285.

¹⁹William I. Fletcher, Public Libraries in America (Boston: Robert Brothers, 1894), pp. 21-11.

²⁰Wofford, p. 285.

might belong."²¹

By 1870 the movement for public libraries was on the ascendancy²² and with this rise into prominence came a new form of school library movement. Several events took place in 1876 which served to publicize the need of libraries and to promote their development.

One important event²³ was the publication by the United States Bureau of Education of a special report²⁴ on the history, condition, and management of libraries in the United States. This report not only publicized the need for libraries but also became a guide for future development of libraries for both schools and the public.

A second event²⁵ was the founding of the American Library Association on October 4, 1876²⁶ at the Centennial Exhibition at Philadelphia. Melvil Dewey brought together 103 librarians and other interested people²⁷ to form an organization for promoting library interests in the country. He was interested in increasing reciprocity of intelligence and good will among those interested in library economy and bibliographical studies.

²¹Wofford, p. 285.

²²Henry L. Cecil & Willard A. Heaps, School Library Service in the United States (New York: H. W. Wilson Company, 1940), p. 47.

²³Cecil, p. 48.

²⁴Hawthorne Daniel, Public Libraries for Everyone (Garden City, New York: Doubleday & Co., Inc., 1961), p. 12.

²⁵Cecil, p. 48.

²⁶Daniel, p. 15.

²⁷Cecil, p. 48.

The third event²⁸ which influenced the development of libraries in the United States was the publication of the first issue of The Library Journal, the first periodical in the United States devoted to the interests of the library field.

One other important event of this year²⁹ was an address given by Charles Francis Adams, Jr., Chairman of the School Committee and President of the Town Library Board of Quincy, Massachusetts. His address³⁰ to the teachers of Quincy was entitled "On the use which could be made of the Public Library of the town in connection with the school system in general, and more particularly with the high and upper-grade grammar schools." Mr. Adams³¹ urged teachers to guide students to good books by suggesting volumes of fiction, travel, biography, etc., which could be a means of connecting various branches of the curriculum such as history and geography with literature. His plan,³² as enacted by the trustees of the Town Library, made each school a branch library. The teachers could select as many books as desired and could keep them as long as they were needed by the students. Teachers could also recommend specific titles to be purchased by the trustees. The library agreed to print bulletins informing students of materials available to

²⁸Cecil, p. 48.

²⁹Cecil, p. 50.

³⁰"The Public Library and the Public Schools," American Library Journal, 1 (1877), 437.

³¹"The Public Library and the Public Schools," p. 440.

³²"The Public Library and the Public Schools," p. 441.

them, as suggested by their instructors. Mr. Adams concluded his address by stating ". . . both schools and library would begin to do their full work together and the last would become what it ought to be, the natural complement of the first--the People's College."³³

The speech was widely circulated³⁴ among the educators of the day and the proposals he made discussed at the American Library Association conference in Boston in 1879. R. C. Metcalf, Master of Wells School, Boston, presented the viewpoint of the teacher. Mr. Metcalf said: ". . . It only remains to suggest how, in my opinion, the public library can be made a great public benefit, rather than what it too frequently is, a great public nuisance. So long as our pupils are allowed free access to a public library without direction as to choice either by parent, teacher, or librarian, we can look for no good results. . . . Some plan must be devised whereby the principal or teacher can draw from the library such books as his pupils may need and deliver them at his desk whenever the school work suggests their use."³⁵

The first record of a specific cooperative program between the school and public library is found in a paper presented by Samuel S. Green, public librarian at Worcester, Massachusetts, at the annual meeting of the American Social Science Association in 1880. This report stimulated other librarians to attempt similar types of cooperation, so

³³"The Public Library and the Public Schools," p. 441.

³⁴Cecil, p. 51.

³⁵R. C. Metcalf, "Reading in the Public Schools," Library Journal, 4 (1879), 343-45 in Cecil, p. 51.

³⁶
Cecil, p. 51.

that during the next two decades this movement spread rapidly. In 1882, The Library Journal³⁷ reported on programs existing in Indianapolis, Middletown, Buffalo, Chicago, and Cincinnati. In 1885, thirty-seven public libraries reported to the American Library Association that official connection had been made with schools and that special privileges had been granted to pupils and teachers. Special efforts were being directed toward this work. William Fletcher,³⁸ in his history of public libraries, said that there was a recognition, at that time [1894], of the need for the use of general sources of information in teaching history and the natural sciences. This need had resulted in a high appreciation of the value of the public library to the schools and of demands on the libraries for special privileges for both teachers and scholars. The libraries of the period, he stated, were generally ready to offer as many services as possible, if teachers would meet them half way. Multiple copies of books, extension of the loan period to students and teachers, lessons on the care and use of books in classes and the establishment of special collections for school children with attendants to serve the children during out-of-school hours exemplify these services.

At a special conference³⁹ of the American Library Association held in 1897, reports were heard from prominent libraries in the United States that outlined programs in use which were designed to help schools.

³⁷Cecil, p. 52.

³⁸Fletcher, p. 77.

³⁹Cecil, p. 53.

Samuel S. Green,⁴⁰ Worcester, Massachusetts Public Library, reported that 2,000 volumes belonging to the library were being used by students in the classrooms and homes under the supervision of teachers. In addition, many children used books at the library where instruction was given on how to use books. Books were delivered to all school buildings and returned to the library by a wagon provided by the Superintendent of Schools. The library also provided exhibitions of pictures on the walls of the library lecture hall, which were selected to correlate with the curriculum or course of study at any one specific time.

The librarian of the St. Louis Public Library⁴¹ stated the schools were furnished multiple copies of several books, as many as had been requested, and that collections of 100 or 200 books were provided on a rotating basis through 29 delivery stations conveniently located to several large schools. In Cleveland,⁴² schools were issued 20 to 50 books, to be reissued to the pupils. Two school districts were circulating books on child-training, housekeeping, homemaking, etc., to mothers. Branch libraries were established in 1896 with books provided largely by the schools. These branches were staffed by the public library and operated according to its regular methods. Cleveland also maintained a teachers' reading room at the public library where school journals and other professional materials were available.

⁴⁰"Work between Libraries and Schools: A Symposium," Library Journal, 22 (1897), 181.

⁴¹"Work between Libraries and Schools," p. 182.

⁴²"Work between Libraries and Schools," pp. 182-83.

By 1887 the Detroit Public Library⁴³ had established branch-type libraries in 55 schoolhouses for pupils above the fourth grade, where books were sent out in chests and records maintained by teachers. The public library in Milwaukee⁴⁴ furnished books to all schools, including a large supply of picture books to the kindergartens and primary grades beginning in 1898. Teachers either went to the library to make their selections or sent lists of desired titles to the library assistant in charge of school circulation. The library published a list of 25 best books for primary and intermediate grades, including purchase information, and made this information available to parents and teachers. Pictures taken from illustrated magazines were mounted and circulated to the schools, also.

The Springfield, Massachusetts, Public Library⁴⁵ provided professional materials for teachers and furnished each teacher with a personal card, as well as a teacher's card, for the purpose of securing up to 6 books for school work. The library established a reserve shelf section for classes and placed on them the best available materials--books, encyclopedias, magazine articles and newspaper cuttings. Because of the library's proximity to the high school, students were able to utilize the resources between classes and immediately after school with frequent regularity. The Art and Natural History Museum was under the management of the public library and these resources were also available

⁴³"Work between Libraries and Schools," p. 184.

⁴⁴"Work between Libraries and Schools," pp. 185-86.

⁴⁵"Work between Libraries and Schools," pp. 186-87.

to the schools. Lectures on natural history and art were given to teachers and pupils, along with a list of resources available on the subjects.

In Denver, Colorado,⁴⁶ the public library was maintained and controlled by the school district as a part of its educational system, under the supervision of the superintendent of schools. Books were sent to teachers on their request, for as long as needed. These books were loaned to children at the discretion of the teachers.

After conducting a survey among grade school children, the Dayton Public Library⁴⁷ instituted a type of traveling library whereby each classroom was furnished with one-half as many books as there were pupils in the room. (The number of books was to be increased as funds became available to purchase more.) The teacher selected her own library, which was delivered to her classroom in a "neat walnut-stained case with lock and key and a portfolio provided with the blanks for a simple charging system." This collection of books was housed in a separate section of the library available only to teachers, where they had free access to the shelves and could meet with other teachers to exchange books and opinions on them. This section was opened to children during the summer and vacation months.

The importance and value of libraries⁴⁸ was generally recognized by educators and librarians by the turn of the century. By this

⁴⁶"Work between Libraries and Schools," p. 187.

⁴⁷"Work between Libraries and Schools," pp. 190-93.

⁴⁸Cecil, p. 54.

time, the educational philosophy of John Dewey and his followers⁴⁹ began to gain acceptance in the schools of the country. New methods of teaching were required, methods that placed greater emphasis on the developments and problems of modern society. Essential to this program was the greater reliance on the use of books as sources of information. A ten-year controversy⁵⁰ ensued. The point of contention was whether the schools should purchase their own books or if the public library should furnish books and maintain a library room in the schools. A further problem was the fact that the increased use of library materials brought management problems,⁵¹ particularly with the branch libraries established in schools. There were janitor troubles and problems relating to keeping the general public within the library room and students in the school building. The increased demand for books created too much of a financial burden for many public libraries. Some school boards⁵² attempted to help by providing money for books and equipment. But this "... gave rise to conflicts between library boards and school boards. Librarians gave impetus to the quarrel by complaining that students came to the library with only a vague idea of what they were

⁴⁹ Ralph E. Ellsworth, The School Library (New York: The Center for Applied Research in Education, Inc., 1965), p. 9.

⁵⁰ Cecil, p. 58.

⁵¹ Hannah Logasa, The High School Library in A. J. Middlebrooks, "The School Library, 1900-1935," American Sch. Bd. Jnl., 92 (1936), 21.

⁵² A. J. Middlebrooks, "The School Library, 1900-1935," American School Board Journal, 92 (1936), 21.

expected to find."⁵³

In 1915 the National Education Association⁵⁴ appointed a Library Committee with Mr. C. C. Certain of Detroit, as chairman. Its purpose was to investigate the actual conditions of high school libraries in the United States, to make these conditions known to school administrators, and to secure aid to improve them. This work⁵⁵ entitled, "Standard Library Organization and Equipment for Secondary Schools of Different Sizes," was of great importance in influencing the development of school libraries which were separate from public libraries. A similar study,⁵⁶ pertaining to elementary schools, was made in 1925, followed by studies made by numerous sectional bodies (state, local school districts, North Central Association, etc.). These studies helped to confirm the importance of the school library as an essential part of any educational plan calling for the optimal development of the students.

Federal participation⁵⁷ in library development was begun in 1936 when the Office of Education created the Library Service Division. It was staffed by a chief librarian and two specialists, one each from the public and school library fields. Its function was defined as follows:

. . . For making survey, studies, investigations, and reports regarding public, school, college, university, and other libraries; fostering coordination of public and school library

⁵³Middlebrooks, p. 21.

⁵⁴Vought, p. 164.

⁵⁵Cecil, p. 64.

⁵⁶Cecil, p. 65.

⁵⁷Cecil, p. 301.

service; coordinating library service on a national level with other forms of adult education; developing library participation in federal projects; fostering nation-wide coordination of research materials among the more scholarly libraries, inter-state cooperation, and the development of public school, and other library service throughout the country.⁵⁸

The American Library Association⁵⁹ and individual librarians of the nation have been active in seeking federal assistance in developing libraries since 1939. Finally, in 1958⁶⁰ Congress enacted the National Defense Education Act (NDEA), following the orbiting of the first Russian Sputnik. The NDEA, the amendments to it in 1964,⁶¹ and the Elementary and Secondary Education Act of 1965, provided funds with which elementary and secondary schools could purchase instructional materials, including those needed to upgrade library and media centers. Similar federal assistance to public libraries⁶² was provided through the Library Services and Construction Act in 1964 and 1966.

Two divergent points of view⁶³ regarding school library service have evolved in the United States. "According to one conception, the district public school library idea, the administration of the public library is a function of the public school. From another point of view, the public library is not a subordinate agency, but a coordinate

⁵⁸Cecil, p. 301.

⁵⁹Daniel, p. 35.

⁶⁰Paul Saettler, A History of Instructional Technology, (New York: McGraw-Hill Book Co., 1968), p. 349.

⁶¹Saettler, p. 350.

⁶²Martin Rossoff, The School Library and Educational Change, (Littleton, Col.: Libraries Unlimited, Inc., 1971), p. 58.

⁶³Cecil, p. 179.

one, also concerned with education, and in bringing, to all people the books that belong to them!"⁶⁴ Administration of libraries today⁶⁵ are a result of these two ideas.

Related Studies and Research Since 1960

The merits and demerits⁶⁶ of the school/public library concept have been discussed for the past forty years. Peggy Sullivan, lecturer at Rosary College in River Forest, Illinois writes:

The complexities of relationships between school and public libraries have been viewed and described copiously. Everyone seems to have a view, no one a solution. . . . Suggestions for viable relationships between the two kinds of libraries have dealt more often in activities than in attitudes. When the activities have failed--even when they have succeeded--they still have not affected the problem. . . . The outsider who sees lack of active, coordinated planning and action between school and public as a kind of jurisdictional dispute is understandably confused.⁶⁷

Examples of lines drawn between the role of the public library and that of the school and between their respective responsibilities to provide personnel, facilities, and materials have been reported in a study entitled The School-Housed Public Library.⁶⁸ This report, published in 1963,⁶⁹ is a result of a survey made of seventy public

⁶⁴Cecil, p. 179.

⁶⁵Cecil, p. 179.

⁶⁶R. Ramachandran, "The Community/School Library Concept in Hawaii," Unesco Bulletin for Libraries, 28 (July-Aug., 1974), 2.

⁶⁷Peggy Sullivan, "Problem: To Find the Problem," Illinois Libraries, 52 (1970), 327-20.

⁶⁸Sullivan, p. 329.

⁶⁹Ruth M. White, The School-Housed Public Library--A Survey, (Chicago: American Library Association, 1963), p. 2.

libraries with branches in schools, and eighty-four main public libraries located in schools. Ms. White reports that librarians were nearly unanimous against locating the public library or a branch of the public library in a public school.⁷⁰ The chief reasons given were as follows:

- 1) Unsuitable geographical location in respect to public patrons
- 2) Poor location of library within the building in respect to public patrons including--
 - a) Flights of stairs to climb
 - b) Lack of direct entrances from street or parking lot
 - c) Absence of well marked directions to facility
- 3) Objection to classes held in the library and to the noise and confusion of school environment by adults
- 4) Difficulty in communicating that a school-housed library is, in fact, a public library
- 5) Inadequate collections, facilities and personnel to accommodate both school students and public patrons
- 6) Lack of professional training for the dual role of librarians
- 7) Problems related to administration of the facility (e.g., hours of service, heat, light, janitorial service, etc.)
- 8) Lack of telephone separate from school system
- 9) Unequal service to schools within community when the library is located in a single attendance center of the school district
- 10) Children's resentment of adults and children from other schools in "their" building⁷¹

Reasons given for favoring the location of a public library in a school included:

⁷⁰White, p. 5.

⁷¹White, pp. 5-7.

- 1) An economy to the public library since it received free rent, maintenance, and utilities
- 2) A larger and better book collection for the school
- 3) Longer library hours for the school
- 4) A better trained staff than the school would furnish (at a lower salary)
- 5) A closer relationship between parents and librarian which helped in reading guidance for the child
- 6) Better use of school buildings⁷²

The conclusion of this study was, that it would be inadvisable for public libraries to locate branches in public schools.⁷³

Ramachandran has concluded that combined libraries have generally failed because "... (a) most often the staff of the combination library was not trained for the dual function requiring distinctive services and programmes; (b) library location was not usually convenient to both the students and the public; (c) the collection was not wide and not suitable for both sets of clientele; (d) the combination library tended to hinder the growth of separate school and public facilities. Moreover these combination libraries were either public branch libraries located in a school library or vice versa. Such combinations were basically effected for economic reasons."⁷⁴

The circumstances⁷⁵ that caused school/public libraries of the past to fail have changed in many instances. Further, the use of

⁷²White, p. 49.

⁷³White, p. 3.

⁷⁴Ramachandran, pp. 202-03.

⁷⁵Sullivan, pp. 328-29.

federal funds, regional and multi-district planning and the nascent emphasis on the school as a center for community activities may have altered circumstances to the extent that the conclusions may not be valid for libraries of the 1970s.

Phil C. Lange and William E. Hug⁷⁶ are convinced that the school media program along with the public library, provides the logical beginning for coordinating the educational media services in the community. They recommend six steps that a school media program can take toward developing a more effective community program.

- 1) Participating in a community managed coalition that maintains a neighborhood learning center
- 2) Support programs that are administered by some other agency, in branch libraries, in storefronts or temporary centers, in Head Start, Child Family Resource, Foster Grandparent or other federally initiated community programs
- 3) Stimulating other community agencies to join with other community members in preliminary fact-finding and planning procedures
- 4) Extending the regular services to pupils in after-school hours, in neighborhood mini-centers, with easy loan of equipment and materials
- 5) Extending the school's services to other people in the community
- 6) Adding new design and production services for both adults and children during and after school hours.⁷⁷

⁷⁶Phil C. Lange & William E. Hug, "The School, the Community, and the Media," The Nat'l Elementary Principal, 54 (1975), 51.

⁷⁷Lange, p. 54.

Further, they assert that after-hour and school-hour access⁷⁸ to the media program helps to break down the artificial culture of the school. When adults are present in the school, the school staff and community members learn to know each other and to learn from each other. This type of interaction helps to counter the excessive age separation, inaccessibility and unresponsiveness of large schools.

Some library programs in South Dakota⁷⁹ have been directed ". . . toward the development of 'Community Schools' which is an attempt to bring the community's school facility into all aspects of community life. . . ." ⁸⁰ This program appears to be meeting the needs of local libraries in many parts of rural South Dakota where the tax base is too small to provide sufficient funds to support adequate library collections or services. At least one program⁸¹ is providing an essential educational function of preparing future citizens for life in the community. In the Sturgis schools, children are taken to the public library which not only serves them while they are elementary students, but will also continue to serve them for as long as they live in that community.

⁷⁸Lange, p. 56.

⁷⁹Herschel V. Anderson, ed., South Dakota State Library Newsletter, 3 (June, 1976), 1.

⁸⁰Anderson, p. 1.

⁸¹Anderson, p. 2.

In the latter months of 1973 the New Hampshire State Department of Education and the New Hampshire State Library Commission⁸² co-sponsored a workshop series on school and public library cooperation. The purpose of the workshop series was to assess current programs and needs, and to explore further cooperation among school and public libraries. The committee developed a proposal for a project which included recommended ways in which school and public library coordination and cooperation could be implemented in terms of standards, resources, personnel, communication, technical services, planning, funding, and meetings of professional organizations. Implementation⁸³ of the plan was expected to begin as soon as a director could be secured for the project.

Combining school and public libraries⁸⁴ in Wisconsin is not recommended by the Council on Library Development and the Council of Department Administrators of the Department of Public Instruction. The policy statement (developed for the purpose of helping communities which are contemplating consolidation of the school and the public libraries) supports the concept of community education and "... cooperation between all library agencies and educational units within a

⁸²The Working Committee on School and Public Library Cooperation in the State of New Hampshire, A Statewide Program for School and Public Library Cooperation (Concord, New Hampshire, 1976), pp. 1-10.

⁸³Horace L. Roberts, Educational Consultant, Instructional Media, Department of Education, State of New Hampshire, to Mrs. R.W. Woolard, July 21, 1976.

⁸⁴Department of Public Instruction, School-Public Library Services Within A Community. A Policy Statement (Madison, Wis., 1976 [Bulletin No. 6539]), p. 1.

community and views libraries as a focus for informational resources and services to all residents."⁸⁵ When communities do combine libraries,⁸⁶ it is recommended that such consolidations should be considered temporary solutions rather than final solutions. In addition, the Bureau of Public and Cooperative Library Services and the Bureau of School Library Media Programs suggest that consideration should be given to meeting problems related to adequately providing for the following: physical facility, staff, decision-making authority, financing, collection, and administration.

The Department of Education for the State of New York⁸⁷ published the results of a study entitled Report of the Commissioner of Education's Committee on Library Development 1970. The committee recommended that all library service for children (through sixth grade) be transferred to elementary school media centers. The recommendations were extensively discussed at the annual New York Library Association meeting in November, 1970. However, the response from New York's public library children's librarians⁸⁸ was one of denunciation, making it clear that they would not accept the recommendation.

⁸⁵Dept. of Public Instruction, p. 1.

⁸⁶Dept. of Public Instruction, p. 1.

⁸⁷"Where Will All the Children Go?" American Libraries, 2 (Jan. 1971), 65.

⁸⁸John Berry III, "To Answer the Taxpayer," Library Journal, 96 (1971), 2027.

A demonstration library⁸⁹ was established in Philadelphia, following an extended period of discussions and planning, in the early 1960s. At that time, representatives of the Free Library of Philadelphia, the School District of Philadelphia, and the Roman Catholic Archdiocesan School System met to explore ways to meet the library needs of the students of that city. The Philadelphia Student Library Research Center was opened July, 1968, and charged with the responsibility of designing and conducting a research project. "The objectives of the research were: 1) to determine actual requirements for library resources by elementary and secondary grade students and to evaluate existing library resources in terms both of student needs and national standards; and 2) on the basis of this information to outline the respective roles of the school libraries and the public libraries in providing needed resources and in developing joint planning."⁹⁰

The Action Library⁹¹ began operating a new community library and student learning center in 1972.⁹² This center is located in the heart of Philadelphia. The activities of the center have included ". . . innovative programs combining book and audiovisual resources and [aiding] nearly 4,400 students who live in the community. . . . Special program activities of the Action Library include remedial reading, study

⁸⁹John Q. Benford, "The Philadelphia Project," Library Journal, 96 (1971), 2041.

⁹⁰Benford, p. 2041.

⁹¹"Philadelphia Action Library Fights for Survival," Library Journal, 99 (1974), 3232.

⁹²Benford, p. 2047.

and tutoring, library and reference skills instruction, instruction and demonstration in the use of audiovisual materials and equipment, and educational games."⁹³

Advocates for combined libraries can be found in Canada and England, also. Dale R. Horncastle,⁹⁴ principal of a school in Marysville, New Brunswick, reports that the combined facility in that community appears to be satisfying all users and is providing efficient and economical service to the public as well as to the school. Marysville is serviced by a centrally located school. The library serves as a link between the school and the populace.

A study carried out in 1972,⁹⁵ in England by members of HM Inspectorate and the Department's Library Advisers, concludes that ". . . in certain circumstances dual-use libraries are not only feasible, but are also beneficial to the public and to the school or college concerned."⁹⁶ Combining library facilities provides many opportunities for developing closer contacts with the community. "A dual-use library in a primary school can become familiar territory to a pre-school child and an easy introduction to the school environment. . . ."⁹⁷

⁹³"Philadelphia Action Library Fights for Survival," p. 3232.

⁹⁴Dale R. Horncastle, "A Public Library Within a School--Can It Work?" APLA Bulletin, 37 (Winter, 1973), 106-07.

⁹⁵A. C. Jones, "Dual Use of Libraries," Trends in Education, 31 (July, 1973), 39.

⁹⁶Jones, p. 41.

⁹⁷Jones, p. 43.

CHAPTER III

DISCUSSION ON CONDUCTING THE STUDY

Procedures

A preliminary search for information about combined school/public libraries yielded no major research or study on the topic since 1963,¹ when the American Library Association published The School-Housed Public Library--A Survey by Ruth White. Peggy Sullivan, in an article published in 1970,² suggested that the circumstances which existed at the time of Ruth White's study have changed due to federal funding, regional and multi-district planning, and the emphasis on the school as a center for community activity. Therefore, Ms. Sullivan asserts, the possibility of combined libraries needs to be reviewed and reconsidered.

Several articles in professional journals and periodicals present the pros and cons of the subject,³ but largely from an empirical

¹Ruth M. White, The School-Housed Public Library--A Survey (Chicago: American Library Association, 1963), pp. 1-62.

²Peggy Sullivan, "Problem: To Find the Problem," Illinois Libraries, 52 (1970), 329.

³The following articles are representative of several found in recent issues of periodicals: Phil C. Lange & William E. Hug, "The School, the Community, and the Media," The Nat'l Elem. Prin., 54 (1975), 50-56; "Combined School/Public Library Reduces Cost by \$500,000," American School and Univ., 47 (July, 1975), 10-11; Ken Haycock, "To Combine or Not to Combine the School Media Center and the Public Library," Nat'l Assoc. Sec. School Prin. Bull., 59 (Sept. 1975), 67; Gail Whitney with Dean Burgess, "Nix on a Mix--Problems of a School/Public Library," Virginia Librarian, 20 (October, 1974), 14-15.

viewpoint. The Olney Library Project,⁴ developed through a federal grant, is an example of a recent merger which has been reviewed and described in a United States government publication. Articles in recent issues of Library Journal⁵ have noted other mergers. However, there appears to be no one source that identifies or describes combined facilities in the United States at the present time.

Therefore, this survey seeks to identify combined school/public libraries which might make a useful contribution to the information already available. This survey seeks to provide such additional data as: conditions or forces contributing to mergers; significance of community and/or school size; personnel assignments; variances in policy matters; and benefits and problems related to operating a combined school/public library.

Chief education officers from each state were contacted to obtain lists of combined libraries within each of their jurisdictions. The investigation was initiated in June, 1976. Letters were sent to all state chief education officers in the United States and to the officer for the District of Columbia, requesting the names of known combined libraries within their respective jurisdictions. (See Appendix A, page 111.) Responses were received from 44 state officers. (This represents an 86 percent return.) The following lists identify the type

⁴James A. Kitchens and others, A Community Cultural Arts Center Merging Public and School Library Services in Olney, Texas, (Washington, D. C.: DHEW/OE, 1974 [396-71091]), pp. 1-134.

⁵"School Library Cooperation in Colorado and Alabama," Library Journal, 100 (December, 1975), 2285; John O. Benford, "The Philadelphia Project," Library Journal, 96 (1971), 2041; "Pennsylvania School Director Also School Library Head," Library Journal, 98 (1973), 590.

of responses (or lack of response) received from the requests submitted to the state education officers.

States with lists of possible combined school/public libraries:

- | | | |
|----------------|-------------------|------------------|
| 1) Alabama | 10) Iowa | 20) North Dakota |
| 2) Alaska | 11) Kansas | 21) Oklahoma |
| 3) Arizona | 12) Maine | 22) Oregon |
| 4) Colorado | 13) Massachusetts | 23) Pennsylvania |
| 5) Connecticut | 14) Michigan | 24) Rhode Island |
| 6) Florida | 15) Minnesota | 25) South Dakota |
| 7) Hawaii | 16) Missouri | 26) Texas |
| 8) Illinois | 17) Montana | 27) Utah |
| 9) Indiana | 18) New Hampshire | 28) Virginia |
| | 19) New Jersey | 29) Wisconsin |

States indicating combined libraries being developed:

- | | |
|---------------|-------------------|
| 1) New Mexico | 2) North Carolina |
|---------------|-------------------|

States with no known combined libraries:

- | | |
|----------------|-------------------|
| 1) Arkansas | 5) South Carolina |
| 2) Delaware | 6) Tennessee |
| 3) Louisiana | 7) Washington |
| 4) Mississippi | 8) West Virginia |

States unable to provide lists of combined libraries:

- | | |
|-------------|------------|
| 1) Kentucky | 4) Vermont |
| 2) Nevada | 5) Wyoming |
| 3) Ohio | |

States not responding to either of two requests made:

- | | |
|---------------|-------------------------|
| 1) California | 5) Nebraska |
| 2) Georgia | 6) New York |
| 3) Idaho | 7) District of Columbia |

A possible 128 combined school/public libraries were identified by the 29 education officers who responded to the letters. Questionnaires were sent to 94 libraries during the months of September and October, 1976. (See Appendix A, page 113.) Requests for the survey information were sent to all identified combined libraries in each state, except for those in Massachusetts and Michigan. In these instances 10 libraries from the 36 identified in Massachusetts and 10 from the 20 in Michigan were chosen for sampling purposes. (The largest number of combined libraries identified from any other state was 9, in the case of Pennsylvania.) Those selected from Massachusetts and Michigan were intended to represent rural, urban, and suburban areas of the states. Selections were made so that all geographic sections of the states were represented, as were agricultural, resort and industrial areas. Responses were received from 70 libraries, representing a return rate for this request of 74 percent. Fifty-five libraries returned the questionnaires indicating that those facilities were combined school/public libraries.

A second abbreviated questionnaire was prepared and mailed to 61 libraries. (See Appendix A, page 117.) This mailing was an attempt to secure a more complete list of combined facilities. The mailing was sent to: 1) the libraries in Massachusetts and Michigan which were not contacted through the first mailing; 2) the libraries identified by librarians responding to the final section of the questionnaire (see

Appendix A, page 116) 3) the libraries which had not responded by November 15, 1976, as asked in the original request. Thirty-eight abbreviated questionnaires (cards) were returned. This represented a 62 percent return on this mailing. Twenty-nine additional combined school/public libraries were identified in this manner.

Information received from the questionnaires was compiled on charts prepared for this purpose. (See Chapter IV, pages 46 and 58.)

The data was used as a basis for the recommendations submitted at the conclusion of this report. (See Chapter V, page 100.) In addition, the information received from the questionnaires was utilized in developing the "Director of Combined School/Public Libraries," (see Appendix B) and for the section entitled "Exemplary Programs," found in Chapter IV, page 72.

The Instrument

The survey questionnaire was divided into four parts. (See Appendix A, pages 46,58.) Parts I and II were designed to facilitate a response requiring a minimum of writing. Questions could be answered either with short answers or by placing check marks in the appropriate spaces.

Part I sought general information about the combined libraries and the schools, and about the communities in which they are found. The following items of information were requested: type of community as determined by the concentration of population or by special characteristics; community and student populations, number and types of staff utilized by the library; number of hours in operation each week; conditions which contributed to effecting the merger; and identification of the

chief agents in initiating the merger.

The purpose of Part II of the questionnaire was to obtain information regarding governance, staffing, and management. Identification of the following information was requested in this section of the survey instrument: location of the combined library; type of governing board and/or boards utilized, and their relationship to each other; function of the advisory committee (if utilized); staff responsibilities and assignments in regard to serving patrons; and policy matters in terms of shelving, circulation of materials, and scheduling procedures.

Part III, "Benefits, Problems, Weaknesses," reports the respondents comments on 1) benefits of the combined facilities in their communities, and 2) chief problems and weaknesses.

Part IV solicited information previously not covered in the questionnaire and provided an opportunity for comments about library programs. These comments often reiterated the tone of the report, either supporting the combined concept or rejecting it. Occasionally persons completing the questionnaire supplied personal biases and/or observations.

Much of the information provided through the returned questionnaires was plotted graphically on charts to aid in comparing data and in identifying significant patterns of frequency of this data. Descriptive information in the form of accompanying letters, brochures, pamphlets, and reports were received from several librarians. Information from these sources is also incorporated in this report, particularly in Chapter III, in the section entitled "Exemplary Programs," page 72.

Methods of Analysis

The data were recorded on charts after the questionnaires were received. (See Table 1 pages 46-50 and Table 4, pages 58-62.) They were then tabulated and/or summarized following November 15, 1976, which was the cut-off date assigned by this investigator. This information was analyzed by a visual inspection to isolate significant variables that appear in the combined school/public libraries surveyed. These findings are considered in the conclusions and recommendations of the study. (See Chapter V, page 72.) Exemplary programs have been briefly described in Chapter IV and this information is also utilized in the conclusions.

Institutions Surveyed

The following combined school/public libraries returned questionnaires verifying their status as combined facilities and were used for the purpose of gathering information for this study:

- 1) MCHS Community Library, Guin, Alabama
- 2) Floyd Dryden Community School Library, Douglas, Alaska
- 3) Kasilof Public Library--Tustumena Elementary School Library, Kasilof, Alaska
- 4) Picacho Elementary and Picacho Community Library, Picacho, Arizona
- 5) Somerton School/Public Library, Somerton, Arizona
- 6) IMC, Cripple Creek--Victor School District and Franklin Ferguson Memorial Library, Cripple Creek, Colorado
- 7) Sheridan Library, Denver, Colorado
- 8) Fort Lupton Public and School Library, Fort Lupton, Colorado
- 9) Columbine High School/Public Library, Littleton, Colorado

- 10) Manzanola Public Library, Manzanola, Colorado
- 11) Summit County Library, Frisco, Colorado
- 12) East Hartford, Public Library, East Hartford, Connecticut
- 13) Meadowlane Community Library, Melbourne, Florida
- 14) Ewa Beach Community-School Library, Ewa Beach, Hawaii
- 15) Lanai Community School Library, Lanai City, Hawaii
- 16) Laupahoehoe Community/School Library, Laupahoehoe, Hawaii
- 17) Fairfield Library, Pleasant Hill, Illinois
- 18) Greentown and Eastern Howard School and Public Library, Greentown, Indiana
- 19) Penn Township Public Library, Pennville, Indiana
- 20) Arnolds Park School Media Center, Arnolds Park, Iowa
- 21) Ida Long Goodman Memorial Library, St. John, Kansas
- 22) Orono Public Library/Orono High School Library, Orono, Maine
- 23) Indianfields Public Library, Caro, Michigan
- 24) DeTour Area School & Public Library, DeTour Village, Michigan
- 25) Gladstone Area School and Public Library, Gladstone, Michigan
- 26) Hancock School Public Library, Hancock, Michigan
- 27) Republic-Michigamme Public Library, Republic, Michigan
- 28) Walkerville Public Library, Walkerville, Michigan
- 29) Pipestone District 583 Community Library, Pipestone, Minnesota
- 30) Kansas City, Missouri Public Library, Kansas City, Missouri
- 31) C. Fred Hollenbeck Junior High Library, St. Charles, Missouri
- 32) Powell Memorial Library, Troy, Missouri
- 33) Community Library, Roundup, Montana
- 34) Petroleum County Community Library, Winnett, Montana

- 35) Bartlett Public Library, Bartlett, New Hampshire
- 36) Cranbury Public Library, Cranbury, New Jersey
- 37) Divide County Public Library, Crosby, North Dakota
- 38) Oakes Community Library, Oakes, North Dakota
- 39) Velva School and Public Library, Velva, North Dakota
- 40) South Albany High School Media Center, Albany, Oregon
- 41) Dufur School-Community Library, Dufur, Oregon
- 42) Jersey Shore Library, Jersey Shore, Pennsylvania
- 43) Kane Public and School Library, Kane, Pennsylvania
- 44) Leechburg Public Library, Leechburg, Pennsylvania
- 45) Johnson Memorial Library, Millersburg, Pennsylvania
- 46) North Wales Memorial Free Library, North Wales, Pennsylvania
- 47) Mary Fuller Frazier Memorial School-Community Library,
Perryopolis, Pennsylvania
- 48) Sturgis Public Library, Sturgis, South Dakota
- 49) Wessington Public Library, Wessington, South Dakota
- 50) Grace Grebing Public Library and Dell City School Library,
Dell City, Texas
- 51) Olney Community Library, Olney, Texas
- 52) Kanab High School Media Center, Kanab, Utah
- 53) Bloomer Public Library and Bloomer Junior High Library,
Bloomer, Wisconsin
- 54) Kohler High School-Public Library, Kohler, Wisconsin
- 55) Edith Evans Library, Laona, Wisconsin

CHAPTER IV
FINDINGS OF THE SURVEY

Analysis of Data

The data received from the survey were recorded on charts to assist in making comparisons and in isolating significant variables. Table 1 (pages 46-50) reports the data secured from "Part I - General Information" of the questionnaires returned. Table 4 (pages 58-62) shows the data obtained from "Part II - Governance, Staffing, Management" of the returned questionnaires. Tables 7 and 8 (pages 69 and 71) are tabulations of the results of the responses to "Part III - Benefits, Problems, Weaknesses." The section of this chapter entitled, "Exemplary Programs," includes brief narrative descriptions of library programs which appear to merit special attention in this study because of their apparent uniqueness and/or success in meeting the needs of the particular communities in which they exist.

The conclusions of this study will be based on the data, as shown in the charts found in this chapter, and on information from pamphlets, brochures, and journals which describe programs that appear to be exemplary.

Part I - General Information (See Table 1, pages 46-50.)

Combined libraries exist in 29 states, as verified by this survey. (See Appendix B, pages 119-24. They are found in all geographic sections of the United States. But more examples are found in the Eastern,

TABLE 1

SURVEY QUESTIONNAIRE DATA PART I - GENERAL INFORMATION

	Guin AL	Douglas AK	Kasilof AK	Picacho AZ	Soserton CO	Cripple Creek, CO	Denver CO	Ft. Lupton CO	Frisco CO	Littleton CO	Manzanola CO	SUB- TOTAL
DATE OF MERGER	1974	1973	1968	1940	1968-69	1976	1972	1976	1973	1975	1956	
TYPE OF COMMUNITY												
Rural, Under 3,000	X		X	X		X		X			X	6
Urban, Under 15,000		X			X							2
Urban, Over 15,000												-
Suburban							X			X		2
Other									Rural Mountain			-
POPULATION												
Total Community	10,000	8,000	800	1,000	3,600	500-600	5,000	4,200	4,500	18,000	500-600	-
Student												
Elementary	450	720	110	235	1,025	130	1,500		640		135	-
High School	375	(7-12)				120	600	500	533	1,875	133	-
STAFF												
Professional												
Teacher Certified	1	1	Not		1	1	2	1	4	3	1	-
Public Library Trained		1	Given			1	1		1	1	1	-
Para-professional and/or Clerical	1	1	1	1	3	1	1	1 3/5	6	6		-
Other								1 Techn				-
HOURS OF OPERATION (Per Week)	48	57	40	35	42	60	65	43	45	70	40	-
CONDITIONS CONTRIBUTING TO MERGER												
Poor Conditions of or Lack of Facilities												
School Library												-
Public Library	X	X			X		X			X	X	6
Both			X			X		X	X			4
Lack of Professionally Trained Staff												
Teacher Certified												-
Public Library Trained												-
Both			X	X		X		X			X	5
Size of Community and/or School												-
Other												-
CHIEF AGENTS IN INITIATING MERGER												
School Personnel and/or Board	X			X		X	X	X		X		6
Public Library Board		X (Staff)	X			X				X		4
Financial Grant from Gov't			X			X			X	X	X	5
Other		State Lib				System						-

TABLE 1 (Continued)

	SUB-TOTAL	EastHartford, CT	Melb'rue FL	EwaBeach HI	Laina HI	Laupahoe, HI	Pleasant Hill, IL	Green-town, IL	Penn-ville, IN	Arnolds Park, IA	St.John KS	Orono MI	SUB-TOTAL
DATE OF MERGER		1962		1971	1975	1974	1974	1923	1952	1976	1969	1962	
TYPE OF COMMUNITY													
Rural, Under 3,000	6		X		X	X	X		X	X	X		13
Urban, Under 15,000	2			X				X				X	5
Urban, Over 15,000	-												-
Suburban	2	X	X										4
Other	-									Resort Area		X(Univ. Town)	-
POPULATION													
Total Community	-	60,000	9,000	10,000	2,400	2,500	1,100	4,983	1,401	2,500 10-20,000	6,200	5,000 (10,000)	-
Student													
Elementary	-		806	2,730	300	421		321	950	300	225		260
High School	-	800 800		3,700	300			163	850		200	680	-
STAFF													
Professional													
Teacher Certified	-	2	1	1	1	1	1			2	1	1	-
Public Library Trained	-	1	1	3	1	1		1	1		1	1	-
Para-professional and/or Clerical	-	4	4	6	2	3		4		1	2	2	-
Other	-		2	111 phot Techn.	A/V Tec	A/V Tech					2 part time		-
HOURS OF OPERATION (PER WEEK)	-	66	74	54	59	55	46	43	15	55	66	72	-
CONDITIONS CONTRIBUTING TO MERGER													
Poor Conditions of or Lack of Facilities													
School Library	-							Not					-
Public Library	6							Avail-					6
Both	4	X	X	X	X		X	able	X	X	X	X	13
Lack of Professionally Trained Staff													
Teacher Certified	-							Not					-
Public Library Trained	-		X					Avail-					1
Both	5						X	able				X	7
Size of Community and/or School	-												-
Other	-												-
OTHER AGENTS IN INITIATING MERGER													
School Personnel and/or Board	6			X			X	Not			X		9
Public Library Board	4	X (Director)						Avail-					5
Financial Grant from Gov't	5					X-State		able					6
Other	-		Citizen's Lib. Ass'n	Commun. Organ.	State				School & Public	School & Public	Coop. of Citizens	School & Public	-

TABLE 1 (Continued)

	SUB-TOTAL	Care MI	DeTour MI	Glad-stone, MI	Hancock MI	Republic MI	Walker-ville, MI	Pipe-stone, MN	Kansas City, MO	St. Chris MO	Troy MO	Roundup MT	SUB-TOTAL
DATE OF MERGER	-	1932	1964	1923	1915	1964	1967	1975	1873	1972	1968	1975	
TYPE OF COMMUNITY													
Rural, Under 3,000	13		X			X	X				X	X	18
Urban, Under 15,000	5	X		X				X					8
Urban, Over 15,000	-								X				1
Suburban	4									X			5
Other	-				Rural & City								-
POPULATION													
Total Community	-	10,000	1,484	8,000	6,475	1,940	1,089	6,000	over 500,000	12,000		3,500	-
Student													
Elementary	-	854	196	Not	588	218	236	1,800	27,100 Branch	1,100 Jr. High Branch	1,000		-
High School	-		230	Given	603	227	196		23,297 Branch		1,200	400	-
STAFF													
Professional													
Teacher Certified	1			2	1	2		1	49.5	1	1	1	-
Public Library Trained	-	1	1	1	1		1		33	1	1		-
Para-professional and/or Clerical	-	1		8	1			5		1		1	-
Other	-	1 page							Clerks & Pages				-
HOURS OF OPERATION (PER WEEK)	-	57	37	61	51	23	51	66	Varies	60	54	49	-
CONDITIONS CONTRIBUTING TO MERGER													
Poor Conditions of or Lack of Facilities													
School Library	-									X			8
Public Library	6					X							
Both	13	X			X		X	X			X	X	19
Lack of Professionally Trained Staff													
Teacher Certified	-											1	1
Public Library Trained	1												1
Both	7												2
Size of Community and/or School	-												-
Other	-		New School	New School									-
CHIEF AGENTS IN INITIATING MERGER													
School Personnel and/or Board	9		X	Not	X	X		X	X	X Staff		X	7
Public Library Board	5			Avail-									
Financial Grant from Gov't	6			able									6
Other	-	School & Public					School & Public				Private Donor		

TABLE 1 (Continued)

	SUB-TOTAL	Winett MT	Bartlett NH	Cranbury NJ	Crosby ND	Oakes ND	Velva ND	Albany OR	Dufur OR	Jersey Shore, PA	Kane PA	Leechburg PA	SUB-TOTAL
DATE OF MERGER	-	1974	1959	1969	1974	1925	1940s	1972	1970	1950	1910	1924	-
TYPE OF COMMUNITY													
Rural, Under 3,000	18	X	X	X		X	X		X	X			25
Urban, Under 15,000	8				X						X	X	11
Urban, Over 15,000	1												1
Suburban	5							Urban & Suburban					5
Other	-												-
POPULATION													
Total Community	-	660	1,200	2,253	4,564	3,000	2,000	10,000	1,100	6,000	10,000	3,500	-
Student													
Elementary	-	100	210	350	240	360	250	1,200	159	2,000	Branch 850		-
High School	-	60			230	442	250	900	76	1,400	Branch 500	1,500	-
STAFF													
Professional													
Teacher Certified	-			1 3/5		1		1	1	1		2	-
Public Library Trained	-	1	1	1 1/2	1		1	1					-
Para-professional and/or Clerical	-	3		3	2	1	1	1/2	1 1/2	2	1	1	-
Other	-									Dist. Proc. Center			-
HOURS OF OPERATION (PER WEEK)	-	50	65	67	43	44	46	49	44	49	43	62	-
CONDITIONS CONTRIBUTING TO MERGER													
Poor Conditions of or Lack of Facilities													
School Library	-												-
Public Library	8					X				X	X		11
Both	19	X	X	X				X	X				24
Lack of Professionally Trained Staff													
Teacher Certified	1		X		X			X					4
Public Library Trained	1										X		2
Both	7								X				8
Size of Community and/or School	-						X						1
Other	-												-
CHIEF AGENTS IN INITIATING MERGER													
School Personnel and/or Board	15			X				X	X	X			19
Public Library Board	7	X	X				X						10
Financial Grant from Gov't	6							X	X				8
Other	-				School & Pub. Lib.	Women's Club			Citizens Group		Study Club	Citizens Group	-

TABLE 1 (Continued)

	SUB-TOTAL	Millers-burg, PA	North Wales, PA	Perryopolis, PA	Sturgis SD	Wessington, SD	Dell City TX	Olney TX	Kanab UT	Bloomer WI	Kohler WI	Laona WI	TOTAL
DATE OF MERGER	-	1931	1927	1960	1970	1972		1974	1964	1916	1927	1916	-
TYPE OF COMMUNITY													
Rural, Under 3,000	25			X		X	Not	X	X	X		X	31
Urban, Under 15,000	11		X				Avail-						12
Urban, Over 15,000	1						able						1
Suburban	5												6
Other	-				Rural, 10,000						Village		
POPULATION													
Total Community	-	5,500	approx 5,500	7,500	10,000	600	Not	3,624	2,500	3,143	2,000	1,400	-
Student													
Elementary	-		250	1,200	1,500	130	Avail-	621		350 Jr. Hs	297		-
High School	-	900		1,000		60	able	285	600		272	250	-
STAFF													
Professional													
Teacher Certified	-	1		2	1		Not	1	1		1	1	-
Public Library Trained	-		2	2	1	1	Avail-	1		1	1	1	-
Para-professional and/or Clerical	-	1	2	1	2	2	able	3	1	1/2	1/2		-
Other	-				Driver/Tech.								
HOURS OF OPERATION	-	52	33	27	67	24		47	60	43	62	44	-
CONDITIONS CONTRIBUTING TO MERGER													
Poor Conditions of or Lack of Facilities													
School Library	-				X	X	Not						2
Public Library	11						Avail-			X		X	13
Both	24	X	X				able	X	X		X		29
Lack of Professionally Trained Staff													
Teacher Certified	4				X	X	Not						6
Public Library Trained	2						Avail-						2
Both	6	X					able	X	X				11
Size of Community and/or School	1												1
Other	-												-
CHIEF AGENTS IN INITIATING MERGER													
School Personnel and/or Board	13	X			X	X	Not		X				23
Public Library Board	10					X	Avail-					X	12
Financial Grant from Gov't	6				X		able						9
Other	-							Citizens Group		Women's Club	Women's Club		

Midwestern, and Plains sections of the country and in Alaska and Hawaii than are found in the Southern and Western sections. The combined library concept appears to have most state-wide appeal and support in Alaska, Colorado, Hawaii, Massachusetts, Michigan and Pennsylvania.

Dates of Mergers. Twenty-two of the school/public libraries surveyed were established from 1970 to 1976; 12 in the 1960s; 4 in the 1950s; 2 in the 1940s; and 12 between 1910 and 1932. The Kansas City, Missouri, Public Library, with branches in school attendance centers, was established in 1873. It should be noted, however, that this facility will not function as a school/public library after June, 1977. It will discontinue operating the branch libraries housed in the schools at that time.

Except for the Kansas City Library, the oldest combined facilities are located in Pennsylvania and Wisconsin, with libraries dating to 1910 and 1916, respectively. All 3 combined libraries in Wisconsin were established before 1930. In addition to the library established in 1910 in Pennsylvania, one has been organized as recently as 1960. Colorado and Hawaii are states in which the combined library concept appears to have gained state-wide appeal in the 1970s.

Locations of Libraries According to Types of Communities. Twenty-seven of the surveyed libraries are located in areas of the country described as rural (with less than 3,000 residents); 14 in urban areas with 15,000 or less residents; 1 in an urban area over 15,000; 6 in suburban areas; and 5 libraries serving communities which do not fit the categories above. (One serves a sparsely populated mountain area; 1 serves 10,000 residents living in a city and in the surrounding rural area; 1 serves

a community with less than 20,000 residents that is composed of both urban and suburban areas; 1 serves a village with less than 2,000 residents; and 1 an area described as rural with less than 10,000 residents.)

Population Characteristics. In terms of area population, 6 libraries serve under 1,000 inhabitants; 36 serve between 1,000 and 10,000 inhabitants; 9 10,000 to 20,000 people and 2 serve over 20,000 residents.)

Thirty-three libraries provide service to both elementary and high school students, as well as to the public sector. Thirteen libraries in this group serve schools with fewer than 500 students; 7 serve schools with 500 to 1,000 students; and 13 serve schools with enrollments over 1,000. Twelve libraries serve only elementary student populations. Seven of these schools have fewer than 500 students; 2 are between 500 and 1,000 students; and 3 schools have over 1,000 elementary students. Eight libraries serve only high school students; 2 of these schools have fewer than 500 students and 6 have more than 500 students.

Areas which are rural in nature having less than 10,000 residents appear to be most conducive to effecting combined school/public libraries. Large urban and suburban areas are least conducive to the development of the concept. There appears to be no significant patterns in terms of the size or type of school as a contributing factor in the existence of a combined facility.

Number of Staff Members Utilized. Of the 55 libraries responding to the questionnaires, 15 utilize only teacher-certified librarians, 11 use only professionals trained to serve as public librarians. Four of the systems use librarians trained in public library service, but who are also teachers. Twenty-three use two or more professionals with at

least 1 certified teacher-librarian and another trained in public librarianship. Forty-five libraries employ clerical and/or para-professionals and 12 use other types of supportive personnel, such as audiovisual technicians, drivers, pages and the services of district processing centers.

Five libraries serving fewer than 1,000 residents use 1 professionally trained librarian (either school or public library trained); 4 in this group also utilize para-professionals. One library is staffed by a para-professional only. Twenty libraries serving communities with 1,000 to 10,000 inhabitants use only 1 professional, and 16 in this category use at least 2 professionals. Two libraries serving between 10,000 and 20,000 inhabitants use 1 professional only, while 7 use 2 or more professional librarians. All libraries in this group utilize para-professionals. Libraries serving communities with populations over 20,000 use several staff members in both the professional and para-professional categories.

The ratio of personnel to population varies and provides no significant pattern or clue as to the number of staff required to provide an effective program. More information as to type and scope of programs offered by libraries would be required to make conclusions with respect to the number of staff needed.

Number of Hours in Operation. There appears to be no relationship between the hours of service of these libraries, either in terms of the number of students or general public served. Two of the smallest communities provide 10 and 12½ hours daily service, respectively. The library in Cripple Creek, Colorado, with a total community population

between 500 and 600, and with 250 students, is open 60 hours per week. The library in Winett, Montana, serving a general population of 660 and 160 students, provides 50 hours of service each week. In contrast, the library in Albany, Oregon serves a community with both urban and suburban characteristics. It offers service for only 49 hours per week to 2,100 students and 18,000 general public patrons. The library in Littleton, Colorado, population 18,000 plus 1,875 students, is open 70 hours per week.

All but 1 of the libraries surveyed provide service daily during school hours. The number of hours for the libraries responding to the questionnaires varies from 15 hours per week to 74. Table 2 summarizes this information.

TABLE 2
NUMBER OF HOURS LIBRARIES OPERATE EACH WEEK

Total Hours Per Week	Number of Libraries
15 to 30	4
30 to 40	3
40 to 50	18
50 to 60	11
60 to 70	13
70 to 74	3

Contributing Factors in the Development of Combined Libraries. The greatest incentive for developing combined libraries appears to have been a lack of both school and public facilities. Forty-four libraries cited poor conditions and lack of facilities as being the chief factor in the decision to develop the merger. A lack of public library facilities appears to have been of greater importance than the lack of school facilities.

Nineteen respondents indicated the lack of professionally trained staff as being the chief reason for merging. The need for teacher-certified librarians was indicated more frequently than the need for public librarians. More significant was the need for both a school and a public librarian by 29 communities.

Nine libraries of the 55 surveyed were merged because facilities for both school and public libraries were needed, as well as the professional personnel to staff them. Table 3 summarizes the reasons given by those responding to the survey, for merging.

TABLE 3
REASONS FOR LIBRARY MERGERS

Conditions Contributing to Library Mergers	Number of Libraries
Need for school library facility	2
Need for public library facility	13
Need for both school and public library facility	29
Need for school librarian	6
Need for public librarian	2

TABLE 3 (Continued)

Need for both a school and a public librarian	11
Need for both a facility and professional staff	17
Small size of community	1
New school with adequate facility to accommodate merger	2

Chief Agents Responsible for Initiating Mergers. The action by school personnel and/or school boards was cited most frequently as being responsible for initiating the mergers. This was the case in 23 instances. Public Library boards and/or staff members were credited for such action in 12 communities. Financial grants from state or the Federal governments assisted with the development of combined libraries in 9 communities. Citizen groups were responsible for initiating mergers in 11 cases, and cooperative action on the part of both school and public library boards and/or staff members in 9. State-level department or library systems gave the needed incentive to combine in 3 communities; a private donor in 1 instance; and a trust fund in another. In 17 communities there was more than a single agency responsible for the establishment of combined libraries. (This includes the 6 libraries mentioned above where action was a result of cooperation between school and public library officials and/or staff.)

Eight of the 22 libraries developed during the 1970s received assistance from either state or Federal funding. Most of the libraries established between 1940 and 1969 cited school boards, public library boards, or both, as initiating actions resulting in mergers. Six of the

12 combined libraries that were established between 1910 and 1932 were started because of the interest and action of citizens and citizens' groups, such as Women's Clubs and study clubs.

Part II - Governance, Staffing, Management (See Table 4.)

Location of Libraries. A wide variation exists in the location of combined facilities and the student population served. Combined libraries are most frequently found in school attendance centers. Thirteen are located in elementary schools, 15 in high schools, and 13 in grades K through 12 attendance centers. Four are located in buildings other than schools. Eight are located in complexes incorporating other school or community activities and programs, such as those occurring in youth centers, TV studios, theaters, auditoriums, and media production centers. Table 5 (see page 62) summarizes the above information and also provides additional information in relation to the location of the libraries. It also shows the service patterns of the libraries in elementary and high school attendance centers in relationship to students served from other attendance centers. No conclusions can be drawn as to the effect of community and school size and/or type (elementary or high school) of school and the location of the facility.

Governing Board Relationships. Thirteen libraries are supervised by school boards which also function as library boards. In 14 instances a school board and a library board are organized separately, but hold joint meetings. Thirteen libraries are controlled by boards organized especially for this purpose, and include representatives of the school staff and/or boards. Fourteen communities have separate school and library boards which function with little or no working relationship.

TABLE 4

SURVEY QUESTIONNAIRE DATA PART II - GOVERNANCE, STAFFING, MANAGEMENT

	Guin AL	Douglas AK	Kasilof AK	Picacho AZ	Somerton CO	Cripple Creek, CO	Denver CO	Ft. Luptn CO	Frisco CO	Little- ton, CO	Manzanola CO	SUB- TOTAL
LOCATION OF FACILITY												
In Elementary School, Only		X Jr. Hi 7-12	X K-8	X K-8	X K-8					X	X	4
In High School, Only	X 9-12						X K-12	X K-12		X K-12	X K-12	5
In School Housing Both Levels						X K-12			X K-12			2
In Several School Attendance Centers												-
In Building Separate From Schools												-
In a Community Culture Center								X				1
Other												-
GOVERNING BOARD RELATIONSHIPS												
Synonymous Board		X										1
Separate Boards, but Hold Joint Meetings			X	X		X	X	X	X		X	7
Other	Town & School									2 bds. Not meet		-
CITIZENS ADVISORY COMMITTEE UTILIZED	No	No	No	Yes	No	No	Yes	No	No	No	No	-
Chief Functions of Advisory Committee				Policy & Help			Pub. Rel. Fund. Rais.					-
STAFFING												
Administration												
Co-administrators, One School, One Public		X					X		X			3
Head Librarian, Based on Training & Experience						X						1
Other	School Lib.							School Lib.			School Lib.	-
Other Responsibilities												
School Librarian Serves Students, Public, Others		X							X			2
No Differentiation in Ser- ving Patrons	X					X	X	X		X	X	6
All Staff Members Staff Library After School Hours						X						1
School Staff During School; Public, After School		X		X								2
Other Arrangements												-
Arrangements for Vacations, Weekends, Summers	Para-pro	Public	Volunteer	Open for Sum. Sch.	Same	Same	Public	Same	Public	Same	Para-pro	-
POLICY MATTERS												
Shelving Policies												
Materials Shelved in Spec- ial Sections	X	X	X	X	X	X	X	X	X	X	X	11
Materials Shelved According to Catalog Number	X											1
Circulation Policies												
Vary According to Age of Patron				X								1
No Variance	X	X	X		X	X	X	X	X	X	X	10
Reserve and Short Loan Sections Utilized	X	X				X	X	X		X	X	7
No Reserve and Short Loan Sections Utilized												-
Schedule Policies												
Library Open Only to Stu- dents-School Hours			X	X								2
Certain Hours for Adult Patrons, Only			X	X								2
Library Open for All Patrons At All Times	X	X			X	X	X	X		X	X	8
Other	X											-
Additional Policy Variances							Lib. card will us res					-

TABLE 4 (Continued)

	SUB-TOTAL	E. Hart-ford, CT	Melbrne FL	Ewa Beach HI	Laina HI	Laupahoe-hoe, HI	Pleasant Hill, IL	Green-town, IN	Penn-ville, IN	Arnolds Park, IA	St. John KS	Orono ME	SUB-TOTAL
LOCATION OF FACILITY													
In Elementary School, Only	4		X K-8						X K-8				6
In High School, Only	5											X 9-12	6
In School Housing Both Levels	2			X K-12		X K-12				X K-12			5
In Several School Attendance Centers	-	X K-12					X K-12	X K-12					3
In Building Separate From Schools	-												-
In a Community Culture Center	1	X		X	X K-12						X K-12		5
Other	-												-
GOVERNING BOARD RELATIONSHIPS													
Synonymous Board	1	X		X	X		X						5
Separate Boards, but Hold Joint Meetings	7										X	X	9
Other	-		2 bds Not meet			2 Sch. Bd EZ Adv.		Sch. Bd. Esp.	2 bds. Not meet	2 bds. Not Meet			-
CITIZENS ADVISORY COMMITTEE UTILIZED	-	No	Yes	Yes	No	Yes	Yes		No	Yes	Yes	No	-
Chief Functions of Advisory Committee	-			Recommend Policy		Recommend Policy	Pub. Rel. Helps			Pub. Rel.	Recommend Policy		-
STAFFING													
Administration													
Co-administrators, One School, One Public	3	X								X		X	6
Head Librarian, Based on Training & Experience	1			X			X						3
Other	-				Public Librn	Public Librn		Public Librn	Public Librn		School Librn		-
Other Responsibilities													
School Librarian Serves Students, Public, Others	2	X				X				X			5
No Differentiation in Serving Patrons	6		X	X	X		X	X			X	X	13
All Staff Members Staff Library After School Hours	1			X								X	3
School Staff During School, Public, After School	2			X		X						X	5
Other Arrangements	-	Pub. all Sch. Sch											-
Arrangements for Vacations, Weekends, Summers	-	Public	Public	Public	Public	Public	Volunteer		Public & Volunteer	Public	Para-pro	Public	-
POLICY MATTERS													
Shelving Policies													
Materials Shelved in Special Sections	11		X	X		X		X	X		X	X	18
Materials Shelved According to Catalog Number	1			X	X		X			X			5
Circulation Policies													
Vary According to Age of Patron	1							X					2
No Variance	10	X	X	X	X	X	X		X	X	X	X	20
Reserve and Short Loan Sections Utilized	7	X		X		X					X	X	12
No Reserve and Short Loan Sections Utilized	-		X		X				X				3
Schedule Policies													
Library Open Only to Students-School Hours	2											X	3
Certain Hours for Adult Patrons, Only	2												2
Library Open for All Patrons At All Times	8	X	X	X	X	X	X	X	X	X	X		18
Other	-												-
Additional Policy Variances	-												-

TABLE 4 (Continued)

	SUB-TOTAL	Caro MI	DeTour MI	Glad-stoneMI	Hancock MI	Republic MI	Walker-villeMI	Pipe-stoneMN	Kansas CityMO	St.Chrls MO	Troy MO	Roundup MT	SUB-TOTAL
LOCATION OF FACILITY													
In Elementary School, Only	6	X K-8								X 7-8			8
In High School, Only	5			X K-12								X 9-12	8
In School Housing Both Levels	5		X K-12			X K-12	X K-12	X K-12					9
In Several School Attendance Centers	3				X K-12				X K-12				5
In Building Separate From Schools	-										X K-12		1
In a Community Culture Center	5												5
Other	-												-
GOVERNING BOARD RELATIONSHIPS													
Synonymous Board	5		X	X	X			X	X		X		11
Separate Boards, but Hold Joint Meetings	9						X						10
Other	-	Sep. not meet				Sch. bd Rep						Sep. bd. Not meet	-
CITIZENS ADVISORY COMMITTEE UTILIZED	-	No	No	Yes	Yes	No	no	Yes	No	No	No	No	-
Chief Functions of Advisory Committee	-			Rec. pol. Pub. Re	Pub. Rel.			Recommen Policy					-
STAFFING													
Administration													
Co-administrators, One School, One Public	6					X						X	8
Head Librarian, Based on Training & Experience	3	X					X	X					6
Other	-		Cert. for both	Public	School				Public		Appt. by Board		-
Other Responsibilities													
School Librarian Serves Students, Public, Others	5							X					6
No Differentiation in Serving Patrons	13			X	X	X						X	17
All Staff Members Staff Library After School Hours	3	X			X		X				X		7
School Staff During School: Public, After School	5							X		X		X	8
Other Arrangements	-												-
Arrangements for Vacations, Weekends, Summers	-	Same	Same	Para-pro	Same	Same	Same	Public	Public	Public	Same		-
POLICY MATTERS													
Shelving Policies													
Materials Shelved in Special Sections	18	X	X	X	X	X	X	X	X	X	X	X	29
Materials Shelved According to Catalog Number	5												5
Circulation Policies													
Vary According to Age of Patron	2		X										3
No Variance	20	X		X	X		X	X	X			X	27
Reserve and Short Loan Sections Utilized	12			X	X	X		X	X		X	X	19
No Reserve and Short Loan Sections Utilized	7	X											9
Schedule Policies													
Library Open Only to Students-School Hours	1									X			4
Certain Hours for Adult Patrons, Only	2		X										3
Library Open for All Patrons At All Times	18	X		X	X	X	X	X	X		X	X	27
Other	-												-
Additional Policy Variances	-												-

TABLE 4 (Continued)

	SUB-TOTAL	Winett MT	Bartlett NH	Cranbury NJ	Crosby ND	Oakes ND	Velva ND	Albany OR	Durham OR	Jersey Shore, PA	Kane PA	Leechburg PA	SUB-TOTAL
LOCATION OF FACILITY													
In Elementary School, Only	8		X K-8	X K-8	X K-12								11
In High School, Only	8					X K-12		X K-12		X K-12			11
In School Housing Both Levels	9	X K-12					X K-12		X K-12				12
In Several School Attendance Centers	5										X K-12	X K-12	7
In Building Separate From Schools	1												1
In a Community Culture Center	5										X		6
Other	-												-
GOVERNING BOARD RELATIONSHIPS													
Synonymous Board	11						X						12
Separate Boards, but Hold Joint Meetings	10		X		X								12
Other	-	Sch. bd. Rep.		Sep. bds. Not meet		Sep. bds. Not meet		Sep. bds. Not meet	Sep. bds. Not meet	Sch. bd. Rep.	Sd. sel. by Sch. bd.	Sep. bds. Not meet	-
CITIZENS ADVISORY COMMITTEE UTILIZED	-	No	No	No	No	No	No	No	No		No	Yes	-
Chief Functions of Advisory Committee	-											Pub. Rel.	-
STAFFING													
Administration													
Co-administrators, One School, One Public	8	X		X	X			X					12
Head Librarian, Based on Training & Experience	6		X			X	X		X	X			11
Other	-										School Libr.		-
Other Responsibilities													
School Librarian Serves Students, Public, Others	6			X	X								8
No Differentiation in Serving Patrons	17	X	X			X		X		X	X	X	24
All Staff Members Staff Library After School Hours	7										X		8
School Staff During School: Public, After School	8	X		X	X				X				12
Other Arrangements	-												-
Arrangements for Vacations, Weekends, Summers	-		Same	Public	Public	Same		Public	Public	Para-prof	School	Public	-
POLICY MATTERS													
Shelving Policies													
Materials Shelved in Special Sections	29	X	X	X	X	X	X	X		X	X	X	32
Materials Shelved According to Catalog Number	5								X			X	7
Circulation Policies													
Vary According to Age of Patron	3							X			X		5
No Variance	27	X	X	X		X	X		X	X		X	35
Reserve and Short Loan Sections Utilized	19	X				X		X	X	X	X	X	26
No Reserve and Short Loan Sections Utilized	4			X	X								6
Schedule Policies													
Library Open Only to Students-School Hours	4												4
Certain Hours for Adult Patrons, Only	3		X	X								X	6
Library Open for All Patrons At All Times	27	X			X	X	X	X	X	X	X		35
Other	-												-
Additional Policy Variations	-												-

TABLE 4 (Continued)

	SUB-TOTAL	Willersburg, PA	North Wales, PA	Perryopolis, PA	Sturgis, SD	Wessington, SD	Bell City, TX	Olney, TX	Kanab, UT	Bloomer, WI	Kohler, WI	Leoni, WI	TOTAL
LOCATION OF FACILITY													
In Elementary School, Only	11		X K-8							X 7-8			13
In High School, Only	11	X 7-12		X K-12					X 9-12			X 7-12	15
In School Housing Both Levels	12										X K-12		13
In Several School Attendance Centers	7						X K-12						8
In Building Separate From Schools	1				X K-8	X K-12		X K-12					4
In a Community Culture Center	6	X									X		8
Other	-												-
GOVERNING BOARD RELATIONSHIPS													
Synonymous Board	12						X						13
Separate Boards, but Hold Joint Meetings	12								X			X	14
Other	-	Sch. Bd. Rep.	Sep. Bds. Not meet	Sep. Bds. Coop.	Sch. Bd. Rep.	Sch. Bd. Rep.		Sch. Bd. Rep.		Sep. Bd. Not meet	Sch. Bd. Rep.		-
CITIZENS ADVISORY COMMITTEE UTILIZED	-	No	No	No	No	No	Yes	No	No	No	No	No	-
Chief Functions of Advisory Committee	-												-
STAFFING													
Administration													
Co-administrators, One School, One Public	12			X							X		14
Head Librarian, Based on Training & Experience	11					X		X	X	X		X	16
Other	-	School Staff	Chosen by Lib. Bd.		Public		Public						-
Other Responsibilities													
School Librarian Serves Students, Public, Others	8			X				X					10
No Differentiation in Serving Patrons	24	X			X	X	X		X	X	X	X	32
All Staff Members Staff Library After School Hours	8				X								9
School Staff During School; Public, After School	12		X	X	X			X	X				17
Other Arrangements	-												-
Arrangements for Vacations, Weekends, Summers	-	Same	Public	Public	Same	Same		Public	Public	Same	Same	Public	-
POLICY MATTERS													
Shelving Policies													
Materials Shelved in Special Sections	39	X	X	X		X		X		X	X	X	47
Materials Shelved According to Catalog Number	7				X				X				9
Circulation Policies													
Very According to Age of Patron	5		X				X				X		9
No Variance	35	X		X	X	X		X	X	X		X	43
Reserve and Short Loan Sections Utilized	26	X				X			X		X		30
No Reserve and Short Loan Sections Utilized	5			X			X	X					9
Schedule Policies													
Library Open Only to Students-School Hours	4		X										5
Certain Hours for Adult Patrons, Only	6		X										7
Library Open for All Patrons At All Times	35	X		X	X	X	X	X	X	X	X	X	45
Other	-												-
Additional Policy Variances	-												-

TABLE 5
SUMMARY OF LOCATION OF LIBRARIES AND SERVICE PATTERNS TO STUDENTS

Location	Students Served	Number of Libraries
In elementary (and/or junior high) schools	Limited to "in-house" ^a students	11
In elementary (and/or junior high) schools	Includes high school students, also	2
In high schools	Limited to "in-house" students	6
In high schools	Includes elementary students, also	9
In K through 12 attendance centers	Chiefly "in-house" students	13
In several attendance centers	Chiefly "in-house" students	8
In buildings separate from schools	No limitations	4
In community culture center (in a school)	Limited to "in-house" students	1
In community culture centers (in a school)	No limitations	7

^a"In-house" refers to students attending classes in the attendance center which also houses the library.

There appears to be no conclusive evidence that any one type of governing board is more effective than another. The area of governance is one that would require a more intensive study of the legal restraints, local regulations, and historical patterns of cooperation and citizen involvement in community institutional life to make more substantive judgments.

Use of Citizens' Advisory Committees. Forty libraries do not utilize citizens' advisory committees. The functions of the committees which operate in 13 communities serve in the following ways: 6 committees recommend policy; 6 perform public relations and promotional activities; members of 2 committees assist in operating their libraries; and 1 committee helps to raise funds. No significant patterns of use of advisory committees can be determined with the information secured in the survey.

Staffing.

Administration. Co-administrators, one representing the school and one the public library board, are used in 14 libraries. Sixteen libraries appoint administrators according to experience. Administrators must be certified teachers in 7 libraries. Seven libraries appoint administrators with public library experience and/or training, and 1 library appoints an administrator who is certified as both a school librarian and a public librarian.

Other staff responsibilities. Librarians in 32 libraries serve both students and the public, whether their appointments have been made by the school or by the public library board. In 10 libraries school staff serve only students, and the public library staff the public patrons (during school hours). Libraries in 17 communities are operated

by school-appointed staff during school hours and public library-appointed staff after school hours. In 9 communities, school-appointed and public library-appointed librarians staff the library after school hours. In 1 community the school staff works school hours only, while the public library staff works school hours and after school, also. Table 6 summarizes staffing responsibilities during vacations and other times when schools are not in session.

TABLE 6
STAFFING FOR VACATIONS, WEEKENDS AND SUMMER

Staff Responsible for Service	Number of Libraries
Public library staff	26
School and public library staff	17
School staff	2
Para-professional staff, only	5
Volunteers	3

There appears to be no conclusive evidence that one administrative form (i.e., co-administration or appointment according to experience and training), is related to size or type of community and/or school, or to any other areas investigated in this study. Similarly, no evidence appears that indicates any relationship between patterns of other staff responsibilities and the community and school factors investigated, except for vacation, summer and weekend staffing. Libraries which utilize

volunteers for staffing during these times are located in small communities of under 1,500 people. The 5 libraries which are staffed by para-professionals during these times are in communities with populations between 500 and 10,000.

Policy Matters.

Shelving policies. Of the libraries surveyed, 47 indicated some type of special shelving policies were utilized in combined collections. In most of these cases, children's books were shelved in a juvenile section. Some state laws require that collections purchased with public library funds must be shelved separately when housed in a combined facility. Nine libraries indicated no special separation or shelving was made in their collections.

Circulation policies. Forty-three libraries reported the use of the same circulation policies for all patrons. Eight reported that some variance of circulation policies had been established for the younger patrons. Reserve and short loan sections are utilized in 30 libraries, while 9 libraries do not offer this service to patrons. The Sheridan Library in Denver, Colorado requires all users of the library to obtain library cards for use in checking out materials.

Schedule policies. Libraries in 45 communities serve all patrons when they are open. Libraries in 5 communities are open to students only during school hours. Libraries in 7 communities reserve a portion of each day for adult patrons.

There appears to be a considerable amount of uniformity, in terms of policy matters, among the libraries surveyed. These variances, particularly in the area of schedule policies, seem to be related to

local considerations. Responses from the 5 libraries which are open only to students during school hours indicated this policy was necessary because of inadequate space and staff to provide service to all potential patrons at those times.

Part III - Benefits, Problems, Weaknesses

Question 1 of Part III of the questionnaire asked the respondents to comment briefly on what had been the benefits of the combined school/public library in their communities. (See Appendix A, page 116.)

Question 2 of this same section of the questionnaire requested comments relating to problems and weaknesses encountered in serving patrons in a combined facility. (See Appendix A, page 116.) Table 7 lists the benefits and advantages identified through the survey, and shows the frequency with which each item was mentioned. Table 8 (see page 71) summarizes the problems and weaknesses mentioned by the respondent. Items from Part IV of the questionnaire (see Appendix A, page 116) have been included in the discussion within this section, when appropriate. Part IV gave the respondents an opportunity to comment on any aspect of their library organizations that had not been covered in the questionnaire.

More libraries responded to the opportunity to list benefits of combining school and public libraries than those who listed weaknesses and problems. Fifty-one of the 55 libraries surveyed provided a list of advantages, and 37 of those responding to the questionnaire listed weaknesses and problems that were of concern in their particular libraries. There were 23 different items identified as benefits or advantages, as opposed to 11 different items given as weaknesses and problems. (See Table 7, page 69 and Table 8, page 71.)

Benefits. As noted in Table 7, a total of 34 libraries indicated that better selection of materials was available as a result of merging. Libraries citing this benefit represented all types and sizes of communities surveyed, except for those in the over 20,000 population category. Eighteen communities, ranging in size from 500 to 12,000 residents indicated the combined library gave public library service to those communities for the first time.

The advantages of the availability of a wide range of media production, services, and programs for the general public was listed by 14 libraries. These libraries were in communities serving from 500 to 18,000 residents. Six of these facilities are located in complexes which include auditoriums, theaters, TV studios.

The 5 libraries citing the public relations benefits derived from combined libraries are in communities ranging from 500 to 8,000 residents. The 2 libraries listing the benefit of acquiring more and better qualified staff were in communities with 500 and 2,400 residents, respectively.

The library at East Hartford, Connecticut serving 60,000 residents listed the following advantages: wider range of media programs and services; better use of financial resources including the elimination of some duplication of materials; and increased possibilities of special grants. The only benefit cited by the library at Kansas City, Missouri (population, over 500,000) was that combined facilities made it possible to reduce housing and maintenance costs.

Except for the instances noted above, the benefits and advantages of combining facilities do not appear to be related to the

size of community, or to any other area of concern to this survey.

Table 7 provides a summary of the findings provided by the returned questionnaires.

TABLE 7
BENEFITS OF COMBINED SCHOOL/PUBLIC LIBRARY

Benefits	Number of Libraries
Better selection of materials, print and non-print for students and/or public	22
Made library possible for public patrons	18
Elimination of some duplication of materials	17
Better use of financial resources	15
Availability of audiovisual materials and equipment for public use	14
Wider range of media services (production, videotape facilities, meeting rooms, exhibits, theater, auditorium)	12
Greater Circulation of materials	11
Access to interlibrary loan to students	8
Better collection of reference and/or periodicals	7
Consolidation of housing and maintenance costs	6
Better school/community relations	5
Made library possible for elementary students	4
Better physical facility	4
Increased possibilities of grants	3
Increased hours of service	3
Better collection of audiovisual materials	2

TABLE 7 (Continued)

Better collection of adult books for students	2
Sharing of salary expenses	2
Expanded use of facilities due to evening use of schools	2
Wider utilization during summer months	2
Service to Senior Citizens, shut-ins by student groups	2
More and better qualified staff	2
Better collection of materials for juveniles	1

Weaknesses and Problems. The weakness or problem most frequently cited was related to governance and management--17 libraries mentioned this as a concern. Specific problems listed included: failure of boards concerned to define areas of responsibilities; failure to include all parties concerned with the operation of the library in the planning of the facility; failure of school authorities to recognize the authority of the public library staff; misunderstanding by citizens and the public library board of the professional librarian's role in the library; failure of governing boards to appoint a chief administrator; interference by the school in public functions; 'dual administration' (meaning classified and certified personnel having different salary and work schedules).

The second most frequently mentioned problem was related to a reluctance by adults to use the facility during the school day, because of the presence of students. This problem was mentioned in 11 cases.

Related to this is a difficulty in communicating to adult patrons that the school library is also a public library, and is available for public use during school hours. This was reported in 6 instances.

Table 8 summarizes the findings related to weaknesses and problems, as revealed in the survey. There appears to be no correlation between the frequency of these concerns and the size or type of community (or any other data obtained). For example, 7 libraries reported their facilities as being inadequate to serve both the public and the students. The oldest of these libraries was organized as a combined facility in 1916, and the most recent, in 1972.

TABLE 8
PROBLEMS AND WEAKNESSES
OF COMBINED SCHOOL/PUBLIC LIBRARIES

Problems and Weaknesses	Number of Libraries
Governance and management related	17
Reluctance of adults to use facility during the school day for "psychological" reasons	11
Inadequate physical plant facility	7
Inability to communicate with public patrons that school library is also public library	6
Location of library in the building for public patrons	5
Legal deterrents (state laws)	4
Reluctance of adults to use facility during the school day because of noise and confusion	4
Lack of parking for public patrons	3

TABLE 8 (Continued)

Inadequate budget for sufficient staffing	3
Inadequate budget for materials and equipment	3
Inability to serve both groups adequately	2
Limitations on student usage	2
Security of the building during summer hours when school is not in session	1

Exemplary Programs

Descriptive materials of combined school/public libraries, in the form of letters, brochures, and reports, accompanied some of the returned questionnaires. A few combined facilities have been featured in recent issues of library and other professional journals. The brief summaries of 14 libraries which follow, are based on these sources as well as questionnaire results, and are representative of the programs which exist in combined school/public libraries throughout the United States.

Fort Lupton, Colorado

The library, school and town boards of Ft. Lupton have provided some form of cooperative library to that community since 1929. In 1975 a contract was approved by both the school board and city council to form a combined public and school library that would be housed in a new high school building. The facility serves a total community of 4,200 residents, including 500 school students.

A much improved and better-balanced collection of print and non-print material and equipment was made possible by combining the resources

of the two previous facilities. The present program provides limited production capabilities (photocopier, dry mount press, fluid duplicators) for all patrons. The library is open two nights a week, and for four hours on Saturday. It is a part of a complex which includes a theatre, planetarium/multi-purpose room and a television recording studio.

Sheridan Library, Denver, Colorado

The Sheridan Library serves a suburban community of 5,000 residents, including 600 high school students. It began operating in October, 1972, as a facility which combined the high school library and the public library in a new high school building. Planning¹ for this project was done by a committee composed of representatives from the school district, state library, and regional library, plus representatives from the PTA, the Sheridan City Council, and the Lions Club.

Funds² for the purchase of library furnishings, custodial care and the high school book and media collection were provided by the Sheridan School District. The Southeast Metropolitan Board of Cooperative Services provided consultation services and work room for processing public library materials while the new building was being finished.

Staff members, a full-time librarian and a media specialist are provided by the school, and serve in the center during the school hours. The public library provides a full-time professional librarian and a full-time assistant who begin working in the afternoon. This provides double staffing during afternoon hours when library usage is high.

¹"Long Overdue Partnership," American Libraries, 4 (1973), 266.

²"Long Overdue Partnership," p. 266.

High school and public library books are intershelved, and cards are interfiled in the catalog. Staff members from each organization serve everyone. Public library check-out procedures are utilized with a library card required for all users.

Summit County Library, Frisco, Colorado

Beginning in 1973, the libraries of Summit, Colorado, developed a pilot program that included a co-operative purchasing plan, an inter-library service, a transportation system, a telephone communication network, a central processing center, and a union catalog. The loan of materials from the school and public libraries is available to all county residents. A shared use of audiovisual hardware and materials is also utilized. The school library maintains a telephone answering service for the general public when the public library is closed.

Summit County is a rural, mountainous county with approximately 4,500 permanent residents, including 640 elementary school students and 533 high school students. In addition, there are some 350 part-time residents of the community who either reside there for several weeks or months at a time, while vacationing or working during the ski season. Many of the latter group are college students who are heavy users of the library, and who are intent on continuing study and research activities in connection with their coursework at their respective colleges or universities.

³Technically, Summit County Library would be classed as a cooperative rather than a combined facility. However, this project combines all centers, including the school library, into a plan that utilizes all resources for all citizens, with much the same effect as combined facilities in other communities.

The program utilizes the facilities which were already available-- the public library, its two branches, the high school library, two satellite elementary schools, plus several new installations made necessary by increased population settlements in the county. Primary responsibility for the project was assumed by a board consisting of one county commissioner, two members of the library board, and two members of the school board, all appointed by their respective bodies. The public librarian and a representative from the school administration serve as non-voting members. The Summit County Library retains its jurisdiction over the public library property and the school board over school library property.

Ewa Beach Community-School Library, Ewa Beach, Hawaii

The Ewa Beach Community-School Library ". . . is an arrangement of informational services, resources and staff organized to serve concurrently the general public, students and teachers."⁴ It has been designed in an attempt to meet every possible informational need. In addition to the traditional services offered in many media centers (references, research and pleasure resources in both print and non-print form), this center also includes a theater for live performances and for movies, filmstrip and slide shows, an auditorium and humanities room equipped with closed-circuit television monitors, conference areas, media production facilities, and closed circuit television production studio capabilities. All these facilities are available to individuals and to

⁴ Office of Library Services, Department of Education, Ewa Beach Community-School Library, (State of Hawaii: n.d.), unp.

groups from both the educational and public sectors of the community. This program is supported by 13 staff members, including an illustrator/photographer and two audiovisual technicians.

The library serves approximately 10,000 people and is located on a school campus complex accommodating 2,733 elementary and 3,700 high school students. This facility is located on land belonging to the city and county, but controlled by the state. The community-school library began operating in 1973, following planning which had begun in 1967. School personnel, the school board and several community organizations were responsible for initiating the program, which received financial support for planning, for construction and equipment by the state legislature.

Lanai Community School Library, Lanai City, Hawaii

Lanai Community School Library began operating in September, 1975, and was the seventh such facility developed in Hawaii since 1963. It serves as the public library for the Island of Lanai, and as the resource center for Lanai High and Elementary Schools. A total community of 2,400 residents is served, of which 600 are school children. This facility is administered as a public unit of the Office of Library Services of the Hawaii Department of Education. The school librarian is responsible to the school principal, but works under the direction of the public library administrator. Other staff members include a library technician, audiovisual technician and a library assistant.

A large collection of library materials is available to all patrons, together with a large meeting room and a smaller conference room, audiovisual and closed-circuit television production facilities,

and photographic, graphic arts and reproduction equipment and materials. Monthly exhibits of art, a monthly film program, and arts/cultural programs are scheduled by the library.

Fairfield Library, Pleasant Hill, Illinois

Pleasant Hill, a town of 1,100 inhabitants, contains an elementary school with 321 students and a high school with 163 students. The library serves a community of 3,000 people in a 134 square mile rural area. The facility was developed as a community project in 1974, and was a joint effort of the school board and the village board. A high school study hall was remodeled for a library center to serve high school students and the adults in the community. The elementary library was designated to be used as the children's library for the school and community.

Two members of the school board and two from the village board determine policy. Direct management is delegated to the school library for the school and community.

Funds to operate the Pleasant Hill Library come from the school, and from the village and township revenue-sharing funds. Donations and bequests of books and money have augmented the tax sources.

Wendall Smith Library, Chicago, Illinois⁵

A unique facility, planned cooperatively by the Chicago Board of Education and the Chicago Public Library, serves approximately 1,000 children and all residents of a neighborhood community in the City of

⁵Gloria Middleton and Jerry Nichols Scott, "The Wendall Smith Library: A Cooperative Venture in Chicago," Illinois Libraries, 58 (September, 1978), 553-54.

Chicago. The library is housed in an elementary school, which is located in a park, with a high school, a junior college and a university all within walking distance.

It is staffed by two full time teacher-librarians and a library assistant, provided by the school system. Three professional librarians plus pages and clerical staff are provided by the Chicago Public Library. The school-employed staff works regular school hours and the public library staff, the same hours as other employees of the Chicago Public Library.

The Board of Education budget is based on a per pupil allotment, while the Public Library works with a \$4,000 budget for materials each year. Collections are interfiled and are charged out according to standard Chicago Public Library procedures. Librarians plan their purchases jointly.

The facility includes a lecture room, which is used for school and community activities. Because of its connection with the Chicago Public Library, many free plays and displays come to the library that would not otherwise be available to the Board of Education.

Ida Long Goodman Memorial Library, St. John, Kansas

St. John is located in a predominantly rural community with 6,000 inhabitants. The total school enrollment served by the library consists of 260 elementary students and 200 students in the high school. This center is located in a building adjacent to a K - 12 school complex, and contains a community auditorium, an art gallery, conference rooms, an occupations room, and projection rooms. Construction and development of the complex was made possible because local citizens offered to build

it. The program began operating in 1969. Funds to operate the library come from public levies, endowments, gifts and school district funds, all managed by the school board. (The public buys service from the school district with the levies.)

Pipestone District 593 Community Library, Pipestone, Minnesota

Voters of the Pipestone School District approved a combined school-public library in 1972, and began operating the facility in February, 1975. It serves a community population of approximately 6,000 residents including 1,800 students, kindergarten through the twelfth year.

The city provides a portion of the funds to operate the library, but all funds are administered by the school. A community library board acts in an advisory capacity, and consists of two city council members, two school board members, a member appointed by each the council and school board and one member elected by the other members. All materials are ordered and processed cooperatively. Those materials ordered through public library funds are coded as such.

The building housing the library is a new one and contains classrooms for all grade levels. Included in the facility is an adult reading area, a student reading area open to the public, a children's library room, conference rooms that are available for meetings and an audiovisual storage room and laboratory.

Cranbury Public Library, Cranbury, New Jersey

Cranbury Public Library and the Cranbury School Library began sharing facilities in 1969, in a new wing of the elementary school provided and maintained by the Cranbury Board of Education. The facility

serves a community of 2,300 inhabitants, including 350 students in grades kindergarten through eight. Each library is administered independently by separate boards, and each receives and controls its own budget. The public library purchases most of the young adult and adult materials, most of the periodicals, and provides workshops and demonstrations for the community.

Books are intershelved and are available to all patrons. The librarians work closely in planning purchases, keeping in mind the total collection. Exhibits, demonstrations and special events are cooperatively arranged.

Oakes Community Library, Oakes, North Dakota

Oakes, a rural community of approximately 3,000 residents, supports a combined facility which was organized in 1926. It is located in the high school and serves 360 elementary students and 442 high school students.

Elementary students are brought to the library once each week for browsing and selecting books. High school students utilize the facilities as needed, and often check out materials for their parents. The public is encouraged to use the library whenever it is open and they may enter directly from the street. Some adult patrons stop in while on shopping errands. Some sit down at study tables with students. Others browse, make their selections and leave. The plan appears to work very well in this community, serving both the schools and the public.

Sturgis Public Library, Sturgis, South Dakota

The Sturgis Public Library serves 10,000 residents, including 1,500 elementary students, within a 3,000 square mile area which is

predominantly rural. Multi-media materials are delivered to nursing and retirement homes, shut-ins, a Senior Citizens' Center, community stores outside of Sturgis, and to 20 rural schools.

Olney Community Library, Olney, Texas

The library in Olney, a town of 3,624 people, will house collections from a junior high school, a high school and the public library, when completed. (It began operating as a combined facility in 1974 in four locations, but will operate from one building when the new complex is completed.) The library will be located near the edge of the school campus, which includes an elementary school with 444 students, a junior high school with 151 students and a high school with 288 students.

The Olney Library Project was begun in 1971 as a part of the overall community planning initiated by the citizens of Olney. Assistance in planning was provided through a Health, Education and Welfare research grant awarded to North Texas University.

This library is administered by a library co-ordinator, under the direction of the 9-member Olney Community Library Board. Salaries of one librarian (during the school months), two para-professionals and one-half of the children's librarian's salary are paid with school funds. The remainder of salary costs are provided by the public library funds. Each organization shares in other operating costs. All purchasing is co-ordinated to eliminate unnecessary duplications. A strong reference collection has been purchased with both school and public funds, and is available to all citizens for use in the library and through a telephone reference service.

The Olney Working Library Society (OWLS) has formed committees to help the librarians provide extra library services and extended library hours. They provide story hours at the children's library, keep the library open Saturdays and provide library service to rest homes and to the Senior Citizens' Recreation Center.

A unique feature of the library is a paperback swap collection. The Texas Collection, containing about 300 books by leading Texans or books about Texas, is also a special attraction. Temporary collections on particular subjects are provided for classes, when needed.

Kohler School/Public Library Kohler, Wisconsin

A combined library has been in existence at Kohler since approximately 1927. Adult materials are housed at the high school with the student collection. The high school facility is located in a room specifically designed for this purpose when the school was built in 1965. It is a part of a complex which includes a theater, youth center, and a swimming pool. A center for juvenile collections is maintained in an adjacent elementary building (K-6).

Kohler is a village with 1,800 residents and is located in an industrial area near Sheboygan, a larger metropolitan city. The library serves approximately 2,000 patrons, including 297 elementary students and 272 high school students.

Discussion of Findings

Combined school/public libraries were identified as existing in all geographic sections of the United States. While 27 of the 55 surveyed are located in areas of the country described as rural (with less than 3,000 residents), combined libraries are also located in urban and

suburban communities. Only 11 of the libraries surveyed serve communities with more than 10,000 inhabitants.

Except for the Kansas City, Missouri Public Library, which will cease to function as a combined facility in June, 1977, the combined library with the greatest longevity of service began operating in 1910. Most of the libraries identified in the survey were established during the 1970s, with 22 having started during this period.

Except for the libraries serving communities with populations exceeding 20,000, the ratio of personnel to population varies and provides no conclusive evidence as to the number of staff required to provide effective library service. Forty-one libraries use librarians who are also certified as teachers. Twenty-five are staffed by 2 or more professionals with at least 1 trained in each school and public librarianship. One library is staffed by a para-professional, only. Forty-seven employ some type of supportive personnel, i.e., para-professionals, clerks, technicians, pages, and/or drivers.

There is a wide variation among the libraries surveyed in respect to the total number of operating hours per week. Some of the smallest communities provide more service, in terms of the libraries being open, than do libraries in larger communities.

A lack of facilities for both school and public libraries was the reason most frequently cited for mergers being initiated. Twenty-nine communities were in need of both facilities. The next most frequent need was that of both professional staff and facility (17 instances). The need for only a public library was cited 13 times.

School personnel and/or boards were credited with initiating mergers in 23 instances, while public library officials were responsible in 12 communities. Citizen groups initiated merger action in 11 cases. Cooperation among 2 or more groups (boards and citizens' groups) were responsible in 17 communities. Federal and state governments gave financial assistance in 9 communities.

Combined libraries are most frequently located in school attendance centers, and more are housed in high schools than in either elementary or K-12 attendance centers. Eight facilities are located in community culture centers, which usually contain audiovisual production facilities for the public, as well as for the students and teachers of the schools.

No consistent pattern of governing board relationships exists, and no conclusions can be drawn from the data collected in this survey (except for those which were related in Part III, page 70.) Governance, as it is related to defining responsibilities and procedures, is of great concern to librarians administering programs. It is an area that requires cooperative planning on the part of all concerned with the functions and operations of a combined school/public library.

Use of Citizens' Advisory Committees does not seem to be an important adjunct to the development and/or operation of combined libraries, although they are utilized in 13 communities. These committees provide such functions as recommending policy, performing public relations activities, raising funds, and assisting with the operation of libraries.

A wide variation in staffing assignments exists in the libraries surveyed. There appears to be little conclusive evidence that any one

form or pattern of assignments is related to other community or school factors investigated, except for vacation, summer and weekend staffing. Five libraries, all located in communities with fewer than 10,000 residents, are staffed by para-professionals when schools are not in session.

There appears to be a considerable amount of uniformity, in terms of policy matters, among the libraries surveyed. Variances occur because of legal considerations and because of inadequate facilities that limit programs and services, especially to the public patrons.

The benefits mentioned most frequently were those related to the availability of better selections of materials, print and non-print, and to a greater variety of programs and services. Appearing to be of importance, also, is the fact that the combining of resources made library service possible to the public in 18 communities which had not had such service previously.

Weaknesses and concerns were most frequently related to governance and management. Libraries in 17 communities were concerned with problems that have developed because roles, responsibilities, and administrative procedures were not defined sufficiently. Next in importance was the failure of adults to utilize the library to its fullest extent because of the location within the school setting. Specific problems listed were: "psychological" reasons, i.e., adults being uncomfortable in the school setting; the noise and confusion of the school setting; the location within the school building requiring the patrons to climb steps; the inability to communicate successfully to the public that the library located in the school is a public facility, also; and the lack of parking space. Inadequate physical facilities was mentioned by 7

respondents as being a concern. In most cases, librarians mentioned this as resulting from an inability by planners to foresee the demand which would be made on the facility.

An overwhelming majority of those responding to the questionnaire (52 of the 55) indicated their support of the combined library concept. They felt the programs operating in their communities are successful and meet local needs to a greater extent than would be possible under any other plan. Many respondents indicated there were no major problems in administering a school/public library, and that citizens were proud of their library facilities.

Examples of innovative and exemplary programs have been identified through this survey. Some are representative of programs provided by libraries that have been operating as combined facilities since the 1920s. Others were organized as recently as 1975.

It would appear that the most important factors in the development and operation of combined libraries are those related to local initiative and to the responses made to the needs, resources, and interests of the citizens of the communities in which these libraries are located.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary

Introduction

The pros and cons of combining school and public libraries have been discussed in journals and from the lecture platform since before the turn of the century. Mergers have been instituted in many parts of the United States since that time, but most have been phased out. A renewed interest in the subject has surfaced in the 1970s and several mergers have come into existence during the 1960s and 1970s. The findings of this investigation indicate that a number of developments have contributed to this renewed interest. Among those which appear to be important are:

- 1) Pressure placed on tax-supported institutions to make better use of public monies
- 2) A decrease in the amount of funding by the Federal government for school and library programs
- 3) Interest in the multi-media learning resources by the general public
- 4) Growing recognition, by the general public, of the importance of the library as a learning resource center for life-long education opportunities

- 5) Establishment of innovative programs encompassing the community culture center in some parts of the country

The last major study, according to Peggy Sullivan,¹ lecturer at Rosary College, was made by Ruth M. White in 1963. Her work, entitled, The School-Housed Public Library--A Survey,² reported that the libraries surveyed for her study were almost unanimously opposed to locating the public library in the school setting. Since that time, however, school and public libraries have increased their collections and services due to Federal funding and a willingness of the public to provide better libraries. Regional and multi-district cooperatives have transformed libraries from local entities into links in a network that can provide almost unlimited access to information stored in libraries and archives anywhere in the nation.

Purpose

This study investigated whether or not it is possible to combine school and public libraries. It attempted to determine what effect combining facilities would have on services and programs. It sought to identify the strengths, benefits, weaknesses, limitations, and problems resulting from merging libraries. Its purpose, also, was to identify as many combined facilities, currently operating in the United States, as could be located.

¹Peggy Sullivan, "Problem: To Find the Problem," Illinois Libraries, 52 (1970), 329.

²Ruth M. White, The School-Housed Public Library--A Survey, (Chicago: American Library Association, 1963).

Assumptions

It was assumed that it is possible, under certain conditions and circumstances, for school and public libraries to merge within some communities. It was further assumed that such mergers would effect better services and programs than those which would be provided when operating as two facilities.

Conducting the Study

The method chosen to acquire the data was to: 1) analyze the literature to determine the historical developments of the concept and to locate articles which would discuss the topic as it applies to libraries today; 2) collect data from currently-operating combined school/public libraries, through the use of a survey questionnaire.

The study was initiated in June, 1976 when letters were sent to all state chief education officers and to the officer for the District of Columbia, requesting lists of known combined libraries within their respective jurisdictions. (See Appendix A.) A four-part survey questionnaire (see Appendix A) was sent to a sampling of the 128 combined facilities which had been identified by the education officers. Questionnaires were sent to 94 libraries. Seventy responses were received from this request, representing a 74 percent return. Fifty-five libraries were identified as combined facilities in this manner. (See pages 42-44.) This part of the study was concluded by November 15, 1976, the final date assigned for receiving the survey information.

The questionnaire (see Appendix A, pages 113-16) was designed to secure general descriptive information of the schools and communities in which combined libraries are found, and specific information relating

to governance, staffing, and management procedures. It also provided an opportunity for the respondents to list benefits, strengths, weaknesses, limitations, and problems and to provide any additional information not previously covered in the questionnaire.

Charts were prepared to record the data received to allow for visual inspection, making comparisons and analyzing the information secured through the survey. Note was made of items that appeared to be of importance to the study. These observations, along with information secured from readings of related studies, formed the basis for the conclusions of this study.

A second questionnaire (see Appendix A, page 117) was mailed after November 15, 1976 to the following libraries: those which had not responded to the original mailing; those which were not sampled through the first questionnaire; facilities identified by respondents to the first questionnaire. The primary purpose of this mailing was to confirm the existence of as many combined facilities as possible. The 29 additional libraries identified in this manner have been included with the 55 secured through the survey and found in the "Directory of Combined School/Public Libraries in the United States as Confirmed by This Survey." (See Appendix B, page 119.)

Historical Development

The first legislation enabling libraries to be established through the use of tax monies was enacted in 1835 and 1838 by the New York legislature. Massachusetts enacted similar laws in 1837 and 1842, followed later by other states. School libraries flourished for a time, but were superseded, in many communities, by town or township libraries

around the 1850s.

The need for libraries was publicized through several events³ which took place in 1876. In that year, the United States Bureau of Education issued a special report which not only reported the conditions of libraries in the United States, but also provided guidelines for the future development of libraries. The American Library Association was founded in 1876 and The Library Journal was first published--both for the purpose of promoting library interests.

One other event in 1876 which publicized the needs of libraries was an address given by Charles Francis Adams, Jr., President of the Town Board of Quincy, Massachusetts. Mr. Adams proposed that each school should become a branch library, and that teachers should select books to be used in their classrooms as resource material for their pupils. This speech was widely circulated and was responsible for many cooperative programs that developed later.

During the early part of the 20th century, teaching methods, influenced by the educational philosophy of John Dewey,⁴ began to place greater emphasis on the use of library books as sources of information. A controversy⁵ arose in which advocates for school-owned library books were opposed by those who felt the public library should maintain branch libraries in the schools. The increased use of libraries also

³ Henry L. Cecil & Willard A. Heaps, School Library Service in the United States (New York: H.W. Wilson Company, 1940), pp. 47-50.

⁴ Ralph E. Ellsworth, The School Library (New York: The Center for Applied Research in Education, Inc., 1965), p. 9.

⁵ Cecil, p. 58.

created management problems, janitor troubles and financial burdens.

The issues revolving around actual conditions of libraries in schools were the topic of studies sponsored by the National Education Association,⁶ the North Central Association⁷ and numerous state and local school districts beginning in 1915. They helped to confirm the importance of the school library and were of great significance in the movement to develop school libraries apart from the public library. The role of the Federal government in library service⁸ was initiated in 1936 with the creation of the Library Services Division within the Office of Education. Its purpose was to investigate and foster coordinated library service among all existing libraries in the nation.

Later Federal participation in library programs⁹ occurred with the passage of the National Defense Education Act in 1958, the Elementary and Secondary Education Act in 1965, and the Library Services and Construction Acts in 1964 and 1966. These programs provided funds to purchase materials and to upgrade both public and school libraries.

The administration of libraries today¹⁰ results from two divergent points of view. The advocates of the district public school library promote the administration of the public library as a function of the public school. The opposing view places the public library, not as a

⁶ Sabra W. Vought, "The Development of the School Library," The Library Journal, 48 (1923), 163.

⁷ Cecil, p. 65.

⁸ Cecil, p. 301.

⁹ Robert H. Rohlf, "Library," Encyclopedia Americana, 1975.

¹⁰ Cecil, p. 179.

subordinate agency of the public school, but as a coordinate one, bringing books to all people for the purpose of education.

Related Studies and Research Since 1960

In addition to the study by Ruth M. White¹¹, referred to earlier, a number of articles have been published in periodicals and journals since 1960. State Departments of Education have issued recommendations and position papers. Empirical evidence and reports based on experiences with combined libraries can be located through these sources which either support or reject the concept.

Ramachandran¹² concludes that the failure of combined libraries in the past has been because most were developed to effect economic savings. For a combined library to be successful, its staff must include those who are trained for both school and public librarianship; the location must be convenient both to students and to the public, and the collection must be wide and suitable for both sets of clientele.

Lange and Hug¹³ advocate a coordinated media services program for the community--one that could help to restore the school as the center of the community. They stress the necessity of involving other community agencies in the preliminary fact-finding and planning procedures.

¹¹White.

¹²R. Ramachandran, "The Community/School Library Concept in Hawaii," Unesco Bulletin for Libraries, 28 (July-Aug., 1974), 2.

¹³Phil. C. Lange & William E. Hug, "The School, the Community, and the Media," The Nat'l Elementary Principal, 54 (1975), 51.

Examples of combined programs which have reported favorable experiences include: the Action Library in Philadelphia,¹⁴ the Olney Project in Olney, Texas,¹⁵ the Bala School/Bala Cynwyd Library in suburban Philadelphia,¹⁶ and the Wendall Smith Library in Chicago.¹⁷ Library departments for the States of South Dakota¹⁸ and New Hampshire¹⁹ have supported and fostered the development of mergers in their respective states.

Critics of combined facilities include Haycock²⁰ who is concerned with the varying roles of the public library and the school library. His opinion is that mergers most often come as a result of the interest of trustees and administrators, rather than citizens and librarians, and have been for economic reasons. As a result, most have not met expectations.

¹⁴John Q. Benford, "The Philadelphia Project," Library Journal, 96 (1971), 2041.

¹⁵James A. Kitchens and others, A Community Cultural Arts Center Merging Public and School Library Services in Olney, Texas, (Washington, D. C.: DHEW/OE, 1974 [396-71091]), pp. 1-134.

¹⁶"Combined School/Public Library Reduces Cost by \$500,000," American School and University, 47 (July, 1975), 10-11.

¹⁷Gloria Middleton and Jerry Nichols Scott, "The Wendall Smith Library: A Cooperative Venture in Chicago," Illinois Libraries, 58 (September, 1976), 553-54.

¹⁸Herschel V. Anderson, ed., South Dakota State Library Newsletter, 3 (June, 1976), pp. 1-11.

¹⁹The Working Committee on School and Public Library Cooperation in the State of New Hampshire, A Statewide Program for School and Public Library Cooperation (Concord, New Hampshire, 1976), pp. 1-10.

²⁰Ken Haycock, "To Combine or Not to Combine the School Media Center and Public Library," Nat'l Assoc. Sec. School Princ. Bull., 59 (Sept. 1975), 67.

The opinions of Whitney and Burgess²¹ are based on their experiences in operating a public library in a high school. Theirs was an unhappy and unproductive experiment. Combining school and public libraries is not recommended in the State of Wisconsin²² except as temporary solutions to local problems. Librarians in the State of New York²³ rejected the plan proposed by the Department of Education that would have transferred all library service to elementary school media centers.

Results of the Study

While some combined libraries have been in continuous operation since the early 1900s, 34 of the libraries sampled for this survey have been organized during the 1960s and 1970s. They are located in 29 different states, representing every geographic section of the country. Findings of this study which appear to have some significance in terms of effecting mergers are as follows:

- 1) Libraries located in communities with less than 10,000 residents account for 42 of the facilities surveyed. It should be noted, however, the combined library located in East Hartford, Connecticut serves over 60,000. (Kansas City, Missouri Public Library also serves 500,000 inhabitants.

²¹Gail Whitney with Dean Burgess, "Nix on a Mix--Problems of a School/Public Library," Virginia Librarian, 20 (Oct. 1974), 14-15.

²²Department of Public Instruction, School-Public Library Services Within A Community. A Policy Statement (Madison, Wis., 1976 [Bulletin No. 6539]), pp. 1-7.

²³Eula T. White, former Associate Professor, School of Library & Information Science, SUNY Geneseo, Geneseo, N.Y., to Mrs. R. Woolard, c. February 25, 1977.

However, this library will phase out its school-housed branch libraries in June, 1977.)

- 2) The greatest single factor contributing to the development of combined libraries appears to have been the lack of school and/or public library facilities. Libraries in 44 communities were organized because of this need. Nineteen communities were in need of school and/or public librarians. Next in significance was a need for both a facility and a professional staff, which was reported in 17 instances.
- 3) Agents representing the school, boards and/or personnel, were responsible for initiating mergers in 23 communities. In 17 communities there was more than a single agency responsible for mergers. Financial help from State or Federal governments, citizens' groups, and private donors combined with either the school board or the public library board to bring about combined libraries in 17 communities.

Findings of this study which appear to have some significance in matters of governance and staffing are as follows:

- 1) Combined libraries are most often located in school attendance centers. Only 4 of the 55 surveyed are housed in buildings separate from schools. Eight libraries are located in community center type complex which incorporate one or more of the following: media production center, theater, TV studio, auditorium, art gallery, swimming pool.
- 2) Twenty-three libraries surveyed utilize 2 or more professional librarians, with at least 1 certified teacher-librarian

and another trained in public librarianship; 25 utilize professionals trained in either school or public librarianship and 2 use one person with training in both areas.

- 3) Libraries in 10 communities serving less than 2,000 residents do not use supportive personnel; i.e., para-professionals, technicians, or clerks.
 - 4) Librarians in 32 libraries serve both students and public patrons, regardless whether their appointments have been made by the school or public library board. In 17 communities the school-appointed staff works during school hours, and the public library staff after school hours. In 9 communities librarians, school-appointed and public library-appointed, operate the library after school hours.
 - 5) The public library personnel operate libraries during summers and vacation periods, when school is not in session, in 26 communities. There is sharing of this responsibility with school personnel in 17 libraries. Five libraries utilize para-professional staff only, and 3 libraries use volunteers during these times.
 - 6) A wide variation exists in the organizational structure of governing boards. No conclusions can be drawn from the data collected that would indicate a preference for one type of structure over another. Further reference will be made to this point in the discussion under weaknesses and problems.
- (See page

- 7) Use of Citizens' Advisory Committees did not appear to be significant since they are used in only 13 communities.
- 8) There appears to be a considerable amount of uniformity in terms of policy matters among the libraries surveyed. Variances would appear to be related to local regulations and, to the lack of space and/or personnel to accommodate students and public patrons simultaneously.

Twenty-three different benefits and advantages were listed by respondents to the questionnaires. A better selection of materials, print and non-print, was indicated by 34 libraries as being a direct benefit of merging their school and public libraries. Eighteen institutions indicated combined libraries made service available to the public in their communities for the first time. Elimination of the duplication of some materials was listed by 17 libraries; better use of financial resources by 15; the availability of audiovisual materials and equipment to the public by 14; and a wider range of media services (production, videotape facilities, meeting rooms, etc.) by 12.

Fourteen different problems, weaknesses and limitations of combined facilities were listed by respondents of the questionnaires. The weakness most frequently mentioned was concerned with governance. Seventeen respondents indicated this to be a problem that limited the effectiveness of their programs. Examples of the problems specified in the area of governance are: 1) failure of boards to consult with all concerned personnel in the planning of the merger; 2) lack of coordinated leadership from governing boards; 3) failure of boards to define areas of responsibilities; 4) interference by the school in public functions.

Eleven respondents indicated that many adults were reluctant to use the school-housed library for one or more of the following reasons:

1) adults are uncomfortable in the school setting; 2) the noise and confusion is disturbing; 3) it is difficult to communicate to adult patrons that the school library is also a public library; 4) the location of the school is not always convenient for adult patrons; 5) the location of the library within the school is not convenient for adults; 6) parking spaces are not always available.

Seven libraries responded that their facilities were inadequate to accommodate programs and services for school and public patrons.

Six were concerned that budgets were inadequate to provide the necessary staff and materials to meet the needs of students and the general public.

Fifty-two of the 55 libraries surveyed indicated their support of the combined libraries for their communities. Many of the respondents to the questionnaires were quite enthusiastic about their facility, noting that the program was superior to what had been possible before. Some had experienced problems, but had been able to eliminate them or to alleviate them by using an aggressive program designed to counteract the conditions. This was particularly true in the matter of attracting adult patrons to the combined facility. Several respondents mentioned that the citizens were proud of their library and that the program had made possible better relationships between the school and the community. Eleven libraries pointed to an increase in circulation as a benefit of combining facilities.

Conclusions

It would appear to be possible for school and public libraries to combine under certain conditions and circumstances. The optimum environment would be communities with 10,000 residents or less, and which need a school and/or public library facility and/or professional staff.

Recommendations

According to the findings of this study, the following matters should be given careful consideration in planning the implementation of a combined school/public library.

- 1) Representatives from all segment of community life (public library board and personnel, school board and personnel, town or city officials, civic leaders, students, etc.) should be involved in the planning as early as possible.
- 2) Governance should be well-established and responsibilities defined in the early stages of planning. Provisions should be made for:
 - a) Decision-making authority which meets the legal requirements of the state
 - b) The financial arrangements for capital expenditures, maintenance and operational costs (plant operation), salaries, materials, equipment and supplies
 - c) Developing the selection policy
 - d) Determining the policy for hiring, evaluating, and dismissing staff
 - e) Meeting both qualitative and quantitative school library and public library standards

- 3) Planning a combined facility should not be based on the requirements or desire to effect financial savings in the areas of personnel requirements, materials, and/or space needs. If the program operates effectively, more budgetary allocations may be required, not less. Savings may be realized in the following areas:
- a) Maintenance and operational costs for utilities, supplies, and janitorial services
 - b) Capital outlay for land acquisition, building costs, furnishings, and equipment
 - c) Less duplication for some materials, i.e., expensive reference tools, some periodicals and journals, and microforms
- 4) The physical facility should:
- a) Be located in a building which is easily accessible to the public and is in the center of the community
 - b) Have direct access from the outside with no steps to climb
 - c) Include adequate parking facilities
 - d) Be functional so that it can accommodate quiet reading and research activities simultaneously with classroom and large group activities
 - e) Provide for future expansion and for accommodations to provide 1) electronic facilities that link the home with the library for the purpose of channeling all needed and desired information and stimuli, 2) a community

center complex with multi-purpose rooms and areas.

- f) Make adequate provision for the security of the school plant when the library is open and the school is not in session
- g) Include public rest rooms
- 5) The personnel, particularly the administrative person, should have some orientation in both school and public librarianship, and preferably have academic courses in these areas. All personnel should be committed to the philosophy of a combined school/public library program.
- 6) Lines of communication should be established between governing bodies, the staff and the public.

Implications for Additional Study

The combined school/public library concept holds implications for investigation in a number of areas. Undoubtedly, some communities are able to initiate workable programs without the benefit of detailed and comprehensive study. But merging of facilities and programs probably will not become an accepted procedure until after results of pilot programs and more extensive studies have been conducted, evaluated and publicized.

The results from this study imply that the following topics have bearing on the combined school/public library concept and merit investigation:

- 1) Matters of governance
 - a) Ways of establishing effective working relationships between tax-supporting agencies and other community

organizations

- b) Methods of developing financial support structures
 - c) Staffing patterns and responsibilities
 - d) Alignment of school and library districts
 - e) Legal limitations and ways to work within these parameters
 - f) Budget allocations
- 2) Curriculum of library schools; i.e., courses in dual-role responsibilities of librarians
 - 3) Training of school boards and administrators in shared community responsibilities
 - 4) Design of buildings that accommodate varieties of activities simultaneously, greater flexibility, linkage of facilities with home via computer terminals
 - 5) Cost studies--land acquisition, construction, maintenance, utilities, program, equipment, materials, staff
 - 6) Linking with non-library agencies of communication: education, government, civic, and recreation to provide cooperative programs and facilities.
 - 7) Development of standards for combined facilities
 - 8) Federal participation in funding, planning and implementing pilot projects and research
 - 9) Shared use of facilities as an alternate to combining, especially where legal restrictions prohibit mergers
 - 10) Leasing services and/or space as an alternate to merging
 - 11) Programs outside the United States

- 12) Mergers of public and academic libraries, especially
two-year community colleges and small liberal arts
institutions

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APPENDIX A

SAMPLE LETTER

State Education Officer
Address
City, State

Dear Sir:

In partial fulfillment of the requirements for a Master of Science Degree at Illinois State University, Normal, Illinois, I plan to submit a thesis entitled "The School/Public Library Concept: Will It Work?" Through this study I hope to identify all such facilities in the United States. In addition, questions relating to how such mergers were initiated in each community and how problems of governance, staffing, management, circulation policies, etc. have been handled will also be investigated.

I would like to obtain a list of all such combined school/public libraries that exist in your state so that I might contact a sampling of them. Would you please direct this request to the person in your office whose direct responsibilities are the supervision of libraries and media centers in your jurisdiction?

Thank you for your kind attention to this request. A self-addressed stamped envelope is enclosed for the convenience of returning this information to me.

Sincerely,

Mrs. R. W. Woolard
305 Oakwood Circle
Washington, Illinois 61571

SAMPLE COVER LETTER

Head Librarian
Name of Library
Address

To Whom It May Concern:

In partial fulfillment of the requirements for a Master of Science Degree at Illinois State University, Normal, Illinois, I plan to submit a thesis entitled "The School/Public Library Concept: Will It Work?" Through this study I hope to identify all such facilities in the United States. In addition, questions relating to how such mergers were initiated in each community and how problems of governance, staffing, management, circulation policies, etc. have been handled will also be investigated.

It is my understanding your library is a combined school/public facility. I would appreciate receiving any descriptive material relating to your program that is available for dissemination. In addition, your response to the enclosed questionnaire will be helpful to me. A self-addressed stamped envelope is enclosed for your convenience in returning the questionnaire. For this to be of help I need to receive it no later than November 15, 1976.

Thank you for your kind attention to my request.

Sincerely,

Mrs. R.W. Woolard
305 Oakwood Circle
Washington, Illinois 61571

PART I - General Information

1. When did your library begin operating as a combined school/
public library? _____
2. How is your community best described? ____ Rural, under 3,000;
____ Urban, under 15,000; ____ Urban, over 15,000; ____ Suburban;
____ Other (Describe) _____
3. What is the population of the total community which is served
by your library? _____
4. What is the total enrollment of elementary school(s) (if served
by your library)? _____
5. How many staff members are employed?

Professional - with teacher certification ____
 - with degree or training in public library
 management ____

Para-professional and/or clerical ____
6. What are the daily hours of operation of your library? _____
7. Which of the following conditions were contributing factors in
the development of your combined school/public library?

____ Poor conditions or lack of facilities for ____ school library;
public library; both

☐ Lack of professionally trained staff for ☐ school library;
☐ public library; ☐ both

8. Which of the following were the chief agents responsible for initiating the merger in your community?

☐ School personnel and/or board;

☐ Public library governing board

☐ Financial grant from government, federal or state

☐ Other (Describe) _____

PART II - Governance, Staffing, Management

1. Where is the library located?

☐ In an elementary school, only; ☐ In a high school, only

☐ In a school serving both elementary and secondary students

☐ In several school centers. If so, are these centers considered branch libraries? ☐ Yes ☐ No

☐ In a center which incorporates one or more of the following cultural activities?

☐ Theater; ☐ Community Auditorium; ☐ Art Gallery; ☐ Radio

Studio; ☐ TV Studio; ☐ Other (Explain) _____

☐ Other (Describe) _____

2. What is the relationship of the school board to the public library board?

☐ It is synonymous (i.e. one board governs both entities)

☐ Separate boards, but hold joint meetings on occasion

☐ Other (Explain) _____

3. Is a citizens advisory committee utilized? ☐ Yes ☐ No

If yes, what are its chief functions? _____

4. How are matters of staffing resolved?

Administration

___ Co-administrators are selected, one a certified teacher/
librarian, and one representing the public library philosophy

___ Head librarian or administrator chosen on the basis of the
amount of experience and formal training

___ Other (Describe) _____

Other operational responsibilities

___ School librarian(s) serve students, chiefly while public li-
brarian(s) works chiefly with other patrons

___ Little or no differentiation is made in terms of which staff
members serve which patrons

___ All personnel share in staffing library during after-school
hours

___ Personnel paid with school funds work only during school
hours, while others paid with public library funds work
during afternoon and evening

___ Other (Describe) _____

Please comment on how staffing is provided when school is not in
session, such as on weekends, school vacations and summer.

5. What policies are followed in these management matters?

Shelving policies

___ Materials are shelved in special sections for adults, young
adults, children, etc.

___ Materials are shelved strictly according to catalogued
designations (i.e. Dewey, L. C., etc.) with children's
materials intershelved with adult materials

Circulation policies

___ Circulation policies vary with the age of the patron

___ Circulation policies are the same for all patrons

___ Reserve, overnight loan, 3-day loan, etc. sections are
utilized to accommodate curriculum needs of school classes
or for civic and adult education programs

Further comments on policy matters _____

PART III - Benefits, Problems, Weaknesses

1. Please comment briefly on what have been the benefits of the combined school/public library in your community. (For example, what duplicated services and materials have been eliminated? Have additional services, programs, and materials been provided that would not have otherwise been possible? What evidence exists that there is greater utilization of the library under the present arrangements?)

2. Please comment briefly on what have been the chief problems and weaknesses. (For example, are there segments of the population who are reluctant to use a combined facility? Are some patrons bothered by changing classes, student group discussions, bells ringing, etc.?)

PART IV - Your comments on any aspect of your library organization which has not been covered in the questions above is welcomed.

NAME OF LIBRARY OR MEDIA CENTER _____

ADDRESS _____

NAME AND TITLE OF PERSON COMPLETING QUESTIONNAIRE (OPTIONAL)

Note: Please include the names and locations of other combined programs of which you are aware.

Facsimile of Postcard Questionnaire

Dear Librarian:

In partial fulfillment of the requirements for a Master of Science Degree at Illinois State University, Normal, Ill. I plan to submit a thesis entitled "The School/Public Library Concept: Will It Work?" Through this study I hope to identify all such facilities in the United States.

It is my understanding your library is a combined school/public facility. I would appreciate receiving any descriptive material relating to your program that is available for dissemination. In addition, your response to the accompanying questionnaire will be helpful to me. Please return it to me at your earliest convenience. (I would appreciate your returning the response card even though your library is not a combined facility.)

Thank you for your kind attention this request.

Sincerely,

NAME AND ADDRESS OF LIBRARY _____

Is your library, in fact, a combined facility? _____

If yes, when did your library begin operating as such? _____

How is your community best described? _____ Rural, under 3,000; _____ Urban, over 15,000; _____ Suburban; _____ Other (Describe) _____

What is the enrollment of elementary school (s) (if served by your library)? _____; high school(s) (if served by your library)? _____

Where is the library located? _____ In an elementary school, only; _____ In a high school, only; _____ In a school serving both elementary and secondary students; _____ Other (Describe) _____

Please include the names and locations of other combined programs of which you are aware. _____

Completed by _____

APPENDIX B

DIRECTORY OF COMBINED SCHOOL/PUBLIC
LIBRARIES IN THE UNITED STATES
AS CONFIRMED BY THIS SURVEY

Alabama

MCHS Community Library
Box 549
Guin, Alabama 35563

Alaska

Floyd Dryden Community School
Library
Box 808
Douglas, Alaska 99824

Kasilof Public Library--Tustumena
Elementary School Library
Box B
Kasilof, Alaska 99610

Arizona

Picacho Elementary Library and
Picacho Community Library
P. O. Box 8
Picacho, Arizona 85241

Somerton Area Library
North 4th Avenue & West George
Street
Somerton, Arizona 85350

Colorado

IMC, Cripple Creek-Victor School
District
Box 97
Cripple Creek, Colorado 80813
and
Franklin Ferguson Memorial Library
Box 337
Cripple Creek, Colorado 80813

Sheridan Library
3201 West Oxford Avenue
Denver, Colorado 80236

Fort Lupton Public & School
Library
530 Reynolds Street
Fort Lupton, Colorado 80621

Summit County Library
Box 767
Frisco, Colorado 80443

Columbine High School/Public
Library
6201 South Pierce Street
Littleton, Colorado 80123

Manzanola Public Library
P. O. Box 148
Manzanola, Colorado 81058

Connecticut

East Hartford Public Library
840 Main Street
East Hartford, Connecticut 06108

Florida

Meadowlane Community Library
Minton Road
Melbourne, Florida 32901

Stone School Library
1101 University Boulevard
Melbourne, Florida 32901

Hawaii

Ewa Beach Community-School Library
91-950 North Road
Ewa Beach, Hawaii 96706

Lanai Community School Library
P. O. Box A-149
Lanai City, Hawaii 96763

Koloa Community/School Library
4344 Ha y Street
Linua, Kauai, Hawaii 96766

Laupahoehoe Community/School
Library
P. O. Box 647
Hilo, Hawaii

Illinois

Wendall Smith Elementary School
Chicago School District #299
Chicago, Illinois

Union Ridge School Library
4600 North Oak Park Avenue
Harwood Heights, Illinois

Fairfield Library
Pleasant Hill
Illinois 62366

Indiana

Greentown and Eastern Howard
School & Public Library
421 South Harrison Street
Greentown, Indiana 46936

Penn Township Public Library
P. O. Box 206
Pennville, Indiana 47369

Iowa

Arnolds Park School Media Center
Arnolds Park, Iowa 51331

Kansas

Ellinwood School-Community Library
210 North Schiller
Ellinwood, Kansas 67526

Ida Long Goodman Memorial Library
406 North Monroe
St. John, Kansas 67576.

Maine

Hampden Regional Library
Hampden, Maine 04444

Orono Public Library/Orono High
School Library
Goodridge Drive
Orono, Maine 04473

Massachusetts

North Agawam Library, Katherine
G. Danahy School
51 Maple Street
Agawam, Massachusetts 01001

Stallbrook School
Bellingham, Massachusetts 02019

Fitzgerald Elementary School
70 Ridge Avenue
Cambridge, Massachusetts 02138

High School Branch
East Bridgewater, Massachusetts
02333

Sturtevant Library
Framingham, Massachusetts 01701

Junior High School Branch (2)
36 Salem Street
Malden, Massachusetts 02148

Norfolk Public Schools Library
70 Boardman Street
Norfolk, Massachusetts 02056

Westfield High School
177 Montgomery Road
Westfield, Massachusetts 01085

Michigan

Calumet Public School Library
Calumet, Michigan 49913

Indianfields Public Library
Caro, Michigan 48723

DeTour Area School & Public Library
Box 68
DeTour Village, Michigan 49725

Hancock School Public Library
Quincy Street
Hancock, Michigan 49930

Kingston Community Public Library
5790 State Street
Kingston, Michigan 48741

Lake Linden-Hubbell Public School
Library
Lake Linden, Michigan 49945

Flint Public Branch Libraries (4)
1026 E. Kearsley
Flint, Michigan 48501

Gladstone Area School and Public
Library
1014 Dakota Avenue
Gladstone, Michigan 49837

Republic-Michigamme Public
Library
Route 1, Box 201 A
Republic, Michigan 49879

Gerrish-Higgins School District
Public Library
10600 Oakwood Road
Roscommon, Michigan 48653

Rudyard School Public Library
2nd at William
Rudyard, Michigan 49780

Michigan (Continued)

Thornapple Kellogg School and
Community Library
3885 Bender Road
Middleville, Michigan 49333

Walkerville Public
Walkerville Community School
Walkerville, Michigan 49459

Minnesota

Pipestone District 583 Community Library
Pipestone, Minnesota 56164

Missouri

Kansas City Public Library
311 East 12th Street
Kansas City, Missouri 64106

Powell Memorial Library
711 College
Troy, Missouri 63379

C. Fred Hollenbeck Jr. High Library
Central School Road
St. Charles, Missouri 63301

Montana

Community Library
Roundup, Montana 59072

Petroleum County Community Library
Broadway Avenue
Winnett, Montana 59087

New Hampshire

Bartlett Public Library
Bartlett, New Hampshire 03812

New Jersey

Cranbury Public Library
23 North Main Street
Cranbury, New Jersey 08512

Ocean City Free Public Library
6th Street and Ocean Avenue
Ocean City, New Jersey 08226

North Dakota

Divide County Public Library
Crosby, North Dakota 58730

Oakes Community Library
Oakes, North Dakota 58474

La Moure Public and School Library
La Moure, North Dakota 58458

Velva School and Public Library
Velva, North Dakota 58790

Oregon

South Albany Media Center
3705 South Columbus Street
Albany, Oregon 97321

Dufur School-Community Library
Box 98
Dufur, Oregon 97021

Corvallis Public Library
645 NW Monroe
Corvallis, Oregon 97330

Pennsylvania

Bala-Cynwyd Library
Old Lancaster Rd & N. Highland Ave.
Bala-Cynwyd, Pennsylvania 19004

Johnson Memorial Library
East Center Street
Millersburg, Pennsylvania 17061

Jersey Shore Library
Jersey Shore, Pennsylvania 17740

North Wales Memorial Free Library
2nd and Summit Street
North Wales, Pennsylvania 19454

Kane Public and School Library
Hemlock Avenue Ext.
Kane, Pennsylvania 16735

Mary Fuller Frazier Memorial-
School Community Library
Box 302
Perryopolis, Pennsylvania 15473

Leechburg Public Library
215 First Street
Leechburg, Pennsylvania 15656

Royersford Free Public Library
4th & Washington Streets
Royersford, Pennsylvania 19468

South Dakota

Sturgis Public Library
1040 Second Street
Sturgis, South Dakota 57785

Wessington Public Library
Wessington, South Dakota 57381

Texas

Orange Grove Library
401 East 3rd Street
Alice, Texas 78332

Olney Community Library
Box 67
Olney, Texas 76374

Grace Grebing Public Library &
Dell City School Library
Dell City, Texas 79837

Ozona School-Adult Library
Box 400
Ozona, Texas 76943

Utah

Kanab High School Media Center
190 East Center Street
Kanab, Utah 84741

Virginia

Columbia Pike Branch
816 South Walter Reed
Arlington, Virginia 22204

Wisconsin

Bloomer Public Library and
Bloomer Junior High Library
1329 15th Avenue
Bloomer, Wisconsin

Edith Evans Library
Mill Street
Laona, Wisconsin

Kohler Public and High School Library
230 School Street
Kohler, Wisconsin

GLOSSARY OF TERMS USED

Combined school/public library--A library or media center organized to meet the informational needs of the general public, teachers and students, simultaneously, supported with funds from school and public library levies, usually operating from the same facility.

Cooperative libraries--Libraries and media centers which are separate entities, with separate tax levies, budgets, governing boards, staff, and buildings, but who choose to work together to meet particular needs of their patrons.

Library--A facility organized to meet informational needs of a constituency--print, non-print, and production needs.

Para-professional personnel--Staff members with some formal training in media and/or library operational functions.

Professional librarian--Staff person with a degree (B.S. or M.S.) in library science or instructional media.

Rural--Of or pertaining to the country, as distinguished from a city or town.

School--A geographic entity whose populace has organized to administer and govern an educational program for a specific age span of pupils. (The term "school" in this paper includes school district.)

Suburb (suburban)--An outlying part of a city; a smaller place adjacent to a city.

Technician--Staff member whose chief responsibility is the maintenance of audiovisual equipment but can also include the operation of such equipment.